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Report on the Administration
of the United Provinces
1939 to 1941

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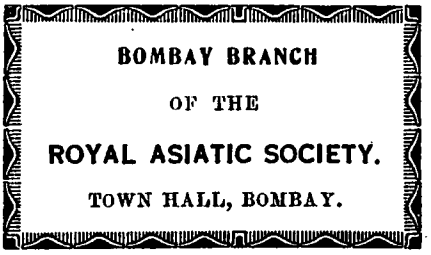


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# REPORT

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# ADMINISTRATION

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# UNITED PROVINCES

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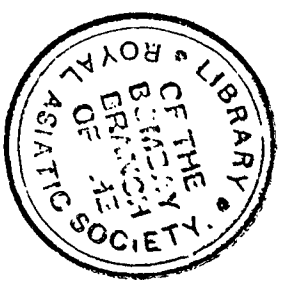


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# PREFACE

THE Administration Report was formerly composed of two parts : Part I being a general summary for the calendar year and Part II a detailed account of the working of each department for the departmental year. The present report corresponds to Part I of previous reports and describes in narrative form the more important developments in the year 1939. Part II is being discontinued as the information ordinarily contained therein is available in the various departmental reports.

# REPORT

ON THE

# Administration of the United Provinces, 1939

## Political Survey

The year opened in an atmosphere of growing communal strife and internal political dissensions. It was remarkable for a split in the Congress camp itself—for the revolt of Mr. Subhas Chandra Bose against Gandhian supremacy, his re-election to and summary removal from the presidential chair, and his virtual expulsion from the Congress fold. There emerged from this upheaval, two isolated groups : The Forward Bloc, under the leadership of Mr. S. C. Bose, with the avowed object of arresting the drift towards constitutionalism and pro-Imperialism, and the League of Radical Congressmen, under Mr. M. N. Roy. While Congress was torn between Right and Left Wing factions and faced charges of corruption within its ranks, the Muslim League further consolidated its forces and stiffened its attitude in relation to the majority party.

Hitler's depredations in Europe made it increasingly clear that war would come sooner or later. The question of India's attitude arose far in advance of the actual event. Individually, there was much genuine expression of loyalty and goodwill towards the British cause and dislike of Nazi aims and methods, but some withholding of support on political issues. Congress had for some time made it clear that they would not help in the conduct of the War, except on a basis of freedom and equality. Consequently, when war was declared on September 3, Congress co-operation was made conditional on a declaration by the British Government that

Britain's policy towards this country involved the recognition of India's independence. The Viceroy's statement, envisaging Dominion Status as the goal of India's political advancement, met with strong disapproval in Congress circles and instructions went out for the Congress Ministries to resign. Resignations were preceded by resolutions passed in Congress legislatures regretting that the British Government had made India a participant in the war without the consent of her peoples and, as Congress demands had not been met, dissociating Congress governments from British policy.

The United Provinces Ministry vacated office on November 3. As it was not possible to form an alternative ministry with a workable majority in the legislature, the Governor took the reins of government into his own hands under section 93 of the Government of India Act, 1935, which provided for such an emergency, and appointed three Advisers to assist him in discharging his responsibilities.

Thus ended two-and-a-half years of parliamentary government by an organization which had remained in opposition for many years and now elected to return to the wilderness. The decision was, broadly speaking, deplored by Right Wing Congressmen, who had cherished hopes of a settlement, and hailed by Leftists as a vindication of their policy. The general body of people in the province remained extraordinarily apathetic to the resignation of the Ministry, while the rural populace were more concerned with the fate of the Tenancy Bill. Muslims of the League persuasion, on the other hand, made no effort to conceal their jubilation and, at the instance of Mr. Jinnah, offered fervent thanks to the Almighty for "freeing them from the oppression of the Congress Ministries"; to the multiplicity of "Days", made the occasion for party demonstration, they added "Deliverance Day", December 22.

Muslim allegations of Congress oppression, which found expression in the Pirpur Report, were energetically denied

by the Congress and countered by the complaint, in certain quarters, that the Ministries had been overpartial to the Muslims. In the result, while the Muslim League looked askance at any form of independence which meant their subordination to the Hindus, Congress came to regard the League as the main obstacle to freedom.

### Communal Situation

The rift between Congress and Muslim League rapidly widened during the year and manifested itself in a marked deterioration of the communal situation. Serious communal riots occurred at Allahabad, Cawnpore, Benares, Meerut and Bareilly, resulting in considerable loss of life and damage to property. Smaller disturbances took place in the rural areas of the Budaun, Bareilly, Etah, Hardoi and Saharanpur districts. The increasing attention paid by Congress to the States issue only served to aggravate the situation where it touched upon Muslim territory; "Hyderabad Day" celebrations gave rise to Muslim counter-demonstrations and were responsible for many disturbances. A Riot Inquiry Committee was appointed and submitted its findings during the year.

The Shia-Sunni controversy took an ugly turn and culminated in what amounted to an armed Khaksar invasion of the province. A communique of March 31 had announced that the Sunnis would be permitted to recite *madhe sahaba* publicly and in procession on one day in the year, subject to the time, place and route being fixed by the district authorities. This infuriated the Shias and thousands courted arrested by publicly reciting *tabarra*. On April 24, a large crowd of Sunnis burst into the Council House, interrupting the Assembly proceedings, to protest against the recital of *tabarra*. The agitation spread beyond the confines of the province. The Khaksar organ, *Al Islah* of Lahore, issued an ultimatum that unless the Shias and Sunnis came to terms by a certain date, their leaders would be assassinated. The Khaksar leader, Inayatullah Khan, visited the province and in his train came

numerous followers from the Punjab and Frontier provinces, armed with spades, ostensibly bent on enforcing a settlement. Frequent clashes with the police culminated in the unfortunate shooting incident at Bulandshahr. An agreement was finally reached between the Khaksars and Government on November 4 under which all outside Khaksars were to leave the province, Government were to remove all bans aimed directly against the Khaksars and release those in prison. No lasting solution of the Shia-Sunni question was found, but a situation in which the Muslim League had begun to take a hand and which might have developed into a trial of strength between the Khaksars, representing the Muslims, and the Congress, representing the Hindus, was happily averted.

### Press and Public Opinion

The main pre-occupation of the Indian press centred round the quarrel between Congress and Muslim League and the Shia-Sunni controversy. Tension was kept alive by irresponsible outpourings on all sides and the Congress Ministry eventually had to invoke the provisions of the Press Act against papers inciting to communal hatred. The War necessitated some tightening up of the press regulations, but all reasonable facilities were allowed in the matter of factual presentation of news and editorial comment.

The *National Herald*, the only " official " organ of Congress in India, more or less set the tone for the nationalist press. The *Pioneer* and *Leader* generally offered sober and constructive criticism of Government policy.

The " appeasement " policy of Mr. Chamberlain came in for much criticism in respect of Japan's action in China, Hitler's in Czechoslovakia and elsewhere, and Mussolini's in Albania. Sympathy for China and Indians abroad found expression in the visits of Pandit Jawaharlal Nehru to Chungking and Ceylon. Congress generally supported the lost cause of Republican Spain, and the Muslim League the demand for Arab independence in Palestine

A marked feature of the year was the opposition engendered in certain quarters by the Federal Scheme as embodied in the Government of India Act, 1935. Congress objected on the ground that responsibility to be conceded to the federal centre was wholly inadequate, and the Muslim League lest it should mean Hindu domination at the centre. Agitation continued till the outbreak of the War, when it was decided to hold in suspense the work in connexion with the preparations for Federation.

### Labour Situation

Industrial unrest, fomented by left wing elements, was widespread and acute. Cawnpore, where the Mazdoor Sabha engineered a general strike among workers of the cotton and woollen mills, was, as usual, the storm-centre of industrial strife in the province. Serious labour agitation also occurred at the Gorakhpur Sugar Mills. There were in all 53 strikes during the year.

On the outbreak of the War, operatives in textile mills and other factories began to clamour for dear-food allowances. The Mazdoor Sabha carried on intensive propaganda and convened a Dear Food Allowance Conference for January of the following year. Reasonable demands were met and the agitation eventually subsided.

Labour welfare work was extended by the opening of three further centres by Government; their activities covered medical aid, recreation, and maternity and child welfare. The Government Presses Inquiry Committee made recommendations for improving the working conditions of Government Press employees; a number of these recommendations have already been carried out.

### Agrarian Problems

Tension between landlords and tenants continued but relaxed to some extent as a result of good harvest in the *kharif* of 1939 and good prospects of the next *rabi*, coupled with the higher prices obtainable for agricultural produce after the outbreak of the War. Insistence on statutory rights,

however, and the absence of the spirit of give and take, tended to break the harmony of the old village community. A noticeable feature of the year was the alarming increase in the volume of tenancy litigation, while pending legislation and uncertainty in regard to future measures affecting land had a serious effect on the value of proprietary rights.

With the introduction of the Tenancy Bill in the Legislature, disputes regarding proprietary cultivation of land increased considerably, and to expedite their disposal the United Provinces Tenancy Laws (Amendment) Act, 1939, was passed. By this Act the power to deal with certain suits pertaining to proprietary cultivation was transferred from civil to revenue courts, and it was also provided that no person should be evicted from his house on ejectment from his holding.

The Tenancy Bill received the assent of the Governor at the end of the year. The measure was received with widespread satisfaction in the countryside and forestalled any possible attempt to stir up agrarian unrest on this issue. A wholesome corrective to the enormous waste of resources in uneconomic holdings was provided by the passing of the Consolidation of Holdings Act. To carry out the intention of Government, as announced in the Legislature, that, with certain exceptions, all arrears of rent the recovery of which had been stayed would be remitted, the Stayed Arrears of Rent (Remission) Act was passed. A number of Bills for the control of money-lending, redemption of debt, and regulation of agricultural credit, were under consideration when the Congress Ministry went out of office.

## Agricultural Conditions

The province was fortunate in being spared the recurrence of the major floods which had devastated the eastern districts in the previous year, but the monsoon of 1938 carried its ill-effects into the *rabi* of 1939. Land was temporarily thrown out of cultivation in the east owing to floods or deposits of sand, while *rabi* sowings in the west were below normal

due to lack of moisture in the soil. Land revenue to the extent of Rs.53 lakhs was remitted under the operation of the revised rules for calculating relief on account of agricultural calamities.

The monsoon of 1939 entered the province in the second week of June and continued fair until August. Rainfall was uneven in August and September and extensive damage was caused to crops in the Meerut and Rohilkhand divisions by lack of rainfall. In other parts of the province, the monsoon was generally good and *kharif* crops turned out well.

Prices of the principal food grains rose steadily throughout the year. Widespread speculation and profiteering on the grain market caused a steep rise on the outbreak of the War. Prompt action by Government, including the appointment of a Price Controller and the delegation of necessary powers to District Officers, soon brought the situation under control. Prices were stabilized, though at a level considerably higher than before the War and also higher than at the corresponding period of the previous year.

## Agricultural Development

Agricultural development continued apace, backed by intensive publicity and research. For the better supervision of development work in the districts, the subordinate staff of the Department was redistributed and each Agricultural Inspector provided with an office. Seed stores and development centres continued to distribute improved varieties of seed and carried out demonstrations on cultivators' fields far in excess of the number in the previous year. The construction of irrigation wells under the Five Years' Scheme made good progress and the number of improved implements distributed rose from 49,933 in 1938 to 56,758 in 1939. Chief among development schemes, which included the growing of Virginia tobacco on a large scale and the occupaton of criminal tribes in co-operative farming, was the Cane Development Scheme,

It contemplates the improvement of sugarcane crops and rotational crops in zones from which cane is usually sold to factories. Each zone has a complement of qualified staff whose duty it is to arrange for the supply of improved seed of different varieties according to requirements, the supply of fertilizers and implements, and demonstration of better agricultural methods. The working cost of some 135 zones in the province came to over Rs.10 lakhs in the year.

## Trade and Industry

Normal trade conditions prevailed for the greater part of the year. The outbreak of war interfered considerably with foreign trade, but the increased offtake of Indian goods by allied and Empire countries more than made up the loss due to the cessation of trade with enemy countries. Production tended to expand under the stimulus of high prices.

Regulation of the sugar industry continued through an officially-recognized Syndicate of sugar mills. No new mill was established.

The glass industry, for the development of which Government had sanctioned a grant of Rs.1,21,190, received an added impetus from the War. The sheet-glass industry at Bahjoi, freed from foreign competition, enjoyed unprecedented prosperity. The manufacture of false pearls and glass beads, with the help of the Glass Technologist and the Czechoslovakian experts, made progress and is likely to develop into a profitable cottage industry in these provinces.

Of the numerous cottage industries schemes in progress, those relating to the improvement of handloom manufactures, *gur*, leather and textiles, were particularly beneficial in rural areas, where practical instruction was imparted and arrangements made for the sale of village products. The Government Handloom and Arts and Crafts Emporia acted as central marketing organizations for all handicrafts.

## Provincial Finance

The original budget for 1939-40, passed by the Legislature, provided for an estimated revenue of Rs.1,331 lakhs and an estimated expenditure of Rs.1,369 lakhs, involving an estimated deficit of Rs.38 lakhs. The suspension of the constitution during the year necessitated the preparation of a recast budget for the sanction of the Governor-General. The recast budget provided for an estimated revenue of Rs.1,316 lakhs and an estimated expenditure of Rs.1,381 lakhs, thus showing an estimated deficit of Rs.65 lakhs. The actuals for the year, however, showed a revenue of Rs.1,352 lakhs and expenditure of Rs.1,344 lakhs. The year 1939-40, therefore, actually closed with a revenue surplus of Rs.8 lakhs.

A tax at the rate of two annas per gallon on petrol sold in this province was imposed during the year, which was expected to yield a revenue of Rs.8 lakhs in a full year.

The Government increased the pay of inferior government servants, including low-paid non-ministerial officials, and also improved the conditions regulating the leave and pension of these servants with effect from April 1, 1939. The cost of these measures came to about Rs.13 lakhs in the first year.

The recast estimate for capital expenditure in 1939-40 was Rs.50 lakhs. The main items were the extension of the Sarda Canal, construction of State tube-wells, extension of hydel lines, construction of residences for the Hon'ble Ministers, improvements in the Agricultural College, Cawnpore, and payment of commuted value of pensions. The actual expenditure was only Rs.23 lakhs, but the decrease was merely a postponement of expenditure and not, therefore, a real saving.

Due to the outbreak of War, no permanent loan was floated during the year. The recast budget estimate under receipts from loans allowed for the flotation of treasury bills of the face value of Rs.300 lakhs and the taking of ways and means

advances of Rs.200 lakhs during the year. It was also estimated that treasury bills of Rs.200 lakhs and all the ways and means advances of Rs.200 lakhs would be repaid during the year, thus leaving treasury bills of Rs.100 lakhs outstanding at the end of the year. But due to an unexpected improvement in the ways and means position in the last three months of the year, treasury bills of Rs.260 lakhs were floated in all, of which Rs.200 lakhs were repaid during the year and bills of Rs.60 lakhs only were therefore outstanding for repayment at the end of the year. Ways and means advances amounting to Rs.155 lakhs which were taken from the Reserve Bank from time to time were repaid in full during the year.

### Rural Development

The rural development programme tended more and more to embrace all essential aspects of village life. What measure of success it had in the year must be attributed as much to the interest of the villagers themselves as to the assistance rendered by the various Development Departments. On the principle of helping those who help themselves, almost all the rural uplift schemes were run on a contributory basis, and the response from the countryside was encouraging. The people contributed in cash, kind or labour, and it is noteworthy that in several instances rural uplift schemes were carried out without financial aid.

The schemes financed by the Government of India for improving village communications and water supplies were merged during the year with the Provincial schemes. Adult education showed signs of growing popularity and it was claimed that 279,000 persons had attained to some degree of literacy. The construction of *panchayatghars*, symbolizing corporate life in the villages, aroused keen interest. The movement for the formation of better living societies and for the inculcation of habits of cleanliness in village-dwellers made good progress, a special grant being sanctioned for the encouragement of physical culture. Public health measures included the establishment of fixed and travelling dispensaries, maternity

and child welfare centres, training of *dais*, and the provision of village medicine chests. Steps were also taken to improve agricultural methods, to create village plantations and to promote cattle welfare. The more important cottage industries, such as spinning and weaving, were encouraged and a number of district and divisional stores set up for the marketing of village products.

### The Co-operative Movement

The policy of controlled and cautious expansion of the co-operative movement continued and the departmental year closed with 14,216 societies of all kinds. Credit, however, still remained the predominating element in the movement. It was increasingly recognized that co-operative work need not, and indeed should not, be limited to the field of credit but that it should endeavour to cover the whole economic and social life of the village. Stress was accordingly laid on the organization of multi-purposes societies and propaganda was carried on to educate the public in their advantages.

Considerable progress was made in the co-operative marketing of *ghee* and milk and in the formation of better living and better farming societies. Cane societies increased from 505 to 723 and between them supplied more than half the cane crushed by sugar mills in the province. The valuable work accomplished by societies for the consolidation of holdings paved the way for the enactment of the Consolidation of Holdings Act, during the year. The total area consolidated by these societies covered 74,000 bighas ; the number of plots was reduced from 92,300 to 8,150, while the cost of consolidation worked out to 10 annas a bigha.

### Veterinary

Despite the migration of large herds of famished cattle from some of the adjoining provinces, epidemics among live-stock were less severe than in the previous year. The village *mukhia* was added to the existing agencies for reporting cattle diseases. Useful propaganda work was done in rural areas

by means of pamphlets, lectures and films, dealing with the prevention and cure of animal diseases. Sheep and goat breeding received special attention. A survey of sheep areas was undertaken with a view to improving the breed.

## Forests

The general economic development of the province was reflected in an ever-increasing demand for forest produce from the match, paper and other industries, accompanied by a more intensive working of the forests and enhanced forest revenue. Forest produce sold during the year included 8 million cubic feet of timber, 11 million cubic feet of fuel, 14 million bamboos and nearly 1 lakh maunds of resin. The War intensified the demand for timber and towards the end of the year, 1¼ lakhs of *sal ballis* were supplied to the Defence Department. In the Haldwani Division, the extraction of a large quantity of timber from a difficult forest up the Sarda gorge formed a unique performance in the annals of forest exploitation; the work continued day and night for nearly six months and was accomplished in stages involving the use of re-assembled motor lorries and ropeways.

A high standard of silviculture was maintained to cope with the growing demands of industry. Plantations of miscellaneous species were created. Greater attention was paid to thinnings in the more congested *sal* forests, thereby increasing the revenue and outturn and improving the prospects of future growth. Improved methods of concentrated regeneration justified heavier fellings of mature trees and helped further to swell the revenue and yield. It was estimated that the *taungya* system, besides helping the artificial regeneration of forest trees, had enabled the cultivator to raise food and fodder crops worth Rs.6½ lakhs annually.

Protective measures were kept to a minimum essential for the existence and proper management of the forests. Extensive areas were thrown open to free grazing in the Western Circle and oak-stripping schemes provided green-leaf fodder to villagers without damaging the trees.

## Irrigation

A project estimated to cost Rs.37 lakhs was prepared for the extension of the Sarda Canal system into the districts of Rae Bareli, Partabgarh, Sultanpur and Allahabad, by the construction of 258 miles of new channels from the Purwa Branch and 58 miles from the Haidergarh Branch. Work was started in May and made good progress despite a temporary setback due to the outbreak of the War. A further project, costing Rs.70,000, was taken in hand for diverting the waters of the Kewar *nadi* in the Agra District, by means of a masonry dam and regulator, into the existing Meoli Tank. Some new and remunerative channels were constructed on the Eastern Jumna Canal and in Bundelkhand, and some of the existing distributaries regraded and remodelled. The total area irrigated by State-owned irrigation works in *kharif* of 1939 increased by 114,138 acres. Some 1,475 State tube-wells had been completed by the end of the year.

To meet the increasing demand for electrical energy, additional sub-stations were constructed at Saharanpur, Muzaffarnagar, Shamli and Chandausi, while the capacity of some of the existing sub-stations was increased. A new sub-division was created in the Northern Division, Ganges Canal, for the preparation of a project for generating hydro-electric power from the Jumna River and its tributaries above the headworks of the Eastern Jumna Canal.

## Public Works

The extensive road construction programme embarked upon by the Public Works Department had to be suspended on account of the War. Work on some important projects, nevertheless, continued. The Joa-Amroha Section of the Amroha-Bijnor Road was completed together with three new rest houses on the way. The road from Bindki in Fatehpur District to Auraiya in Etawah District, following the alignment of the old Mughal Road and shortening the distance between Allahabad and Agra by about 10 miles, was near completion.

A sum of over Rs.2½ lakhs was spent on reconditioning provincial roads and nearly one lakh in painting with tar or bitumen those portions which run through towns or villages.

Among building works, the new residences for Ministers at Lucknow were all but completed. The conversion of the abandoned cantonment buildings at Sitapur for the accommodation of the Military Police was taken in hand.

Gonda, Etah and Shikohabad figured among the important towns electrified during the year.

## Civil Aviation

A scheme for the training of 25 "A" licence pilots at the United Provinces Flying Club was sanctioned on a half-and-half basis, and a grant of Rs.5,900 made towards the cost of a new machine. Government also gave a grant of Rs.5,000 to the All-India Gliding Institute, Allahabad, and paid Rs.2,500 as a first instalment.

## Excise

Total prohibition, which had been introduced in the Etah and Mainpuri districts from April 1, 1938, was extended during the year to Bijnor, Budaun, Farrukhabad and Jaunpur. There was also a further reduction of about 20 per cent. in the number of excise shops. The system of State-management was extended to other selected urban areas with the object of reducing consumption by the removal of the incentive to private profit. Elsewhere the auction system continued in force, subject to the fixation of retail prices. Temperance propaganda was conducted throughout the province, budget provision for the purpose being raised to Rs.20,000. Apart from organizing mass meetings and bringing influence to bear on caste *panchayats*, an effort was made to establish personal contact with the addict and, through the good offices of the Indian Tea Marketing Board, to popularize the use of tea as a wholesome substitute. The net result of these restrictive and persuasive measures was a considerable drop in legitimate

consumption, accompanied by a corresponding falling off in revenue. Excise offences showed a tendency to increase particularly in the form of illicit distillation and smuggling. Detection became more difficult and, on occasion, attended with considerable risk. There was reason to believe that, owing to the high prices of country spirit, the poorer classes were taking to *tari*, and, occasionally, to the use of denatured spirit.

## Education

Various committees set up by Government reviewed virtually the whole educational system of the province. They dealt with the reorganization of primary and secondary schools, provincial universities, the Sanskrit College, Benares, and the Thomason College, Roorkee. There was also a committee to examine the position with regard to physical training and the introduction of some form of military training in secondary institutions.

A basic training centre, on lines similar to the Basic Training College, Allahabad, was opened for women at Benares but was later transferred to the Allahabad Centre. A course of instruction was started at the Basic College for the training of district board teachers who, along with graduates from the College, were subsequently posted as instructors and craft masters at various Basic Refresher Centres. These centres were expected to train 7,000 teachers annually and to bring about the gradual transformation of schools operating on the Basic curriculum.

While the ground was being prepared for reorganization and reform, a substantial increase occurred in the number of institutions and students enrolled. Girls' education was encouraged together with co-education in primary schools run by local boards. For the first time in the history of the Aligarh Muslim University, women students were admitted to the B. A. and B. T. classes. Depressed class children, where circumstances warranted it, were to be admitted free to Government institutions and similar treatment was recommended to universities and other institutions.

The adult literacy drive was backed up by posters and appeals. Literacy Day was organized on a provincial scale on January 15. Reading rooms and libraries were set up in the villages. These measures met with considerable success.

## Local Self-Government

The Local Self-Government Committee made far-reaching proposals to remedy the defects in the prevailing system. These defects, it was said, lay in "official interference", in the restricted franchise, in communal electorates and in the nomination system. The Committee suggested the establishment of a Local Self-Government Board to take over the work of supervision and control exercised by District Officers and Commissioners. They recommended that elections to local boards should be on the basis of adult franchise and that nominations should be abolished; Chairmen should be returned by the general electorate and not elected by members. It was further proposed that the functions of district and municipal boards should be extended to cover, among other matters, the making of provision for the administration of civil and criminal justice within local limits and the maintenance of a special police force. In order to consider these recommendations and to amend existing legislation wherever necessary, Government postponed the general elections to local boards which were due at the end of 1939.

Serious complaints of maladministration arose against the Firozabad Municipality (Agra), Soron Municipality (Etah) and Mau Municipality (Jhansi). After making a thorough inquiry and calling for the explanations of these boards, Government decided to supersede the first two and to dissolve the third. The Firozabad and Mau Boards were reconstituted from July 1, 1939, and January 1, 1940, respectively, while Soron remained superseded.

A committee was appointed in January to inquire into the whole question of water supply in the province.

## Public Health

Public Health was, on the whole, satisfactory. Cholera mortality, which had reached a high figure as a result of the Hardwar Kumbh fair of 1938, came down by nearly 43,000, but the incidence of plague and small-pox was considerably higher. Vigorous preventive measures were taken in plague-ridden areas including territorial evacuation and an anti-rat campaign. The heavy toll taken by small-pox drew attention once again to the absence of regular hospitals to deal with this disease. In addition to the normal anti-malarial activities of the Department, a number of special schemes were taken in hand in collaboration with the Indian Research Fund Association to determine cheap and effective methods of controlling malaria in rural areas. An interesting experiment in anti-mosquito spraying was made with a preparation called multicide which, by reason of its admixture with water, proved cheaper than the usual spraying medium. The scheme to bring medical relief within easy reach of the village was further extended and special arrangements were made for the treatment of eye diseases. Spectacles were supplied free of charge to deserving cataract patients.

2. The Medical Reorganization Committee continued its labours throughout the year. Details were worked out by a sub-committee appointed for the purpose, and the Medical School, Agra, was raised to the status of a degree college; the entrance qualification was raised and the period of the course extended from four to five years. A sum of Rs.93,000 was spent on providing some of the hospitals in the province with new equipment. The necessity for a central hospital at Allahabad was recognized and plans and estimates were under preparation.

## Courts and Prisons

**Courts**

An outstanding feature of the year on the criminal side was the marked increase in the number of cases brought before the courts for nearly all classes of important offences. Communal and sectarian strife contributed in no small measure to this unhappy state of affairs, but more general causes lay in

the unsettled conditions prevailing at the time and in the universal disregard for law and order. The fall in the number of civil suits instituted was ascribed to economic depression, to the Encumbered Estates Act, and to the Temporary Postponement of Execution of Decrees Act. Honorary Magistrates rendered invaluable help to the judiciary. An important step taken during the year was the withdrawal, by the Oudh Courts (Amendment) Act, 1939, of the exclusive original jurisdiction of the Chief Court to try cases of the value of Rs.5 lakhs and more.

**Prisons**

The *madhe sahaba-tabarra* agitation, allied with the Khaksar incursion, filled the jails to capacity. Three camp jails had to be opened at Lucknow, Benares and Sitapur, and the lock-ups at Benares and Allahabad were converted temporarily into district jails. The jail authorities were hard put to it to control the more turbulent elements among the prisoners who hailed from the north, and the language difficulty did not make their task any easier. No untoward incident, however, occurred and a high standard of discipline was maintained throughout. The number of corporal punishments awarded was the lowest in the history of the jails department.

With the introduction of further prison reforms, the jails of this province claimed to rank among the best in India. Living conditions showed a distinct improvement; improvements were also effected in the reformation and rehabilitation of prisoners. A useful beginning was made with the probation system, and an experiment was started at the Juvenile Jail, Bareilly, for apprenticing young delinquents to factories with a promise of employment after release. A unique event in the history of prison administration was an inter-jails sports meeting held at Lucknow in the month of March.

Details were worked out during the year for the opening of a school for the training of warders and jailers at Lucknow, but the scheme for the appointment of whole-time Superintendents in district jails had to be abandoned owing to the lack of training facilities abroad.

## Crime and Police

The year proved a most harassing one for the Police. Six police officers lost their lives in the execution of their duties and the military were called out on several occasions. Frequent rioting led to the imposition of additional police for varying periods in different parts of the province. The pre-occupation of the police in quelling civil disturbances and an organized campaign to undermine their prestige by inflammatory speeches and malicious vilification, encouraged the more lawless section of the populace to acts of violence and crimes against property. A marked increase in all forms of crime was recorded over the greater part of the year. Dacoity figures showed an unusually large advance, though the increase was largely accounted for by cases of looting during communal disturbances. Theft cases were the highest for seven years. Bicycle-lifting was reduced to a fine art. The situation eased somewhat towards the end of the year.

A scheme for the creation of a separate department for the reclamation of criminal tribes was sanctioned during 1939. An important change was made in the system of notifying and registering criminal tribes by confining it, with certain exceptions, to individual habitual offenders rather than to whole tribes.

The Anti-Corruption Department received and examined 558 petitions during the course of the year. Inquiries were made into the conduct of 107 persons, among whom 10 were dismissed, removed or allowed to resign, 11 were reduced and 19 punished in other ways. A number were prosecuted in court, some were convicted, while a few were acquitted. Of the remaining cases, several were found to be untrue and others were pending at various stages at the close of the year.

## Legislature

The Legislative Assembly held 84 meetings against 79 in the previous year, and the Legislative Council 43 meetings against 36. The budget estimates for 1939-40 were presented in both Houses of the Legislature on February 24 and discussed

Budget

on March 13 and 14. In the course of general discussion, the complaint again arose that a number of items in the budget, involving large expenditure, had not been fully explained. Charges of extravagance were levelled against the Government of the day and reference made to the deterioration in the communal situation.

**Taxation Measures.**

The two taxation measures proposed for financing development schemes came in for much criticism. The United Provinces Sales of Motor Spirit Taxation Bill was eventually passed by a joint sitting of both Houses on May 17. The Employments Tax Bill was severely attacked both inside and outside the Legislature. It was represented as a measure of doubtful validity aimed primarily against the middle classes and one that would result in double taxation of income; it was further characterized as a flank attack on the Imperial Services whose salaries were otherwise protected by Act of Parliament. The Bill was reserved by the Governor under section 75 of the Government of India Act, for consideration of the Governor-General. Doubts in regard to the legality of the measure were ultimately set at rest by the passing of the India and Burma (Miscellaneous Amendments) Act of 1940. The Governor-General's assent was accordingly withheld.

**Official Bills.**

Among agrarian reforms, the Consolidation of Holdings Act made statutory provision for proceedings relating to the consolidation of holdings and for the enforcement of consolidation where necessary. Pride of place, however, went to the Tenancy Bill which, after protracted and heated debate, took final shape and received the assent of the Governor on December 6. The Stayed Arrears of Rent (Remission) Act remitted arrears of rent of *kharif* 1344 *Fasli* and all previous instalments.

It is noteworthy that two official Bills passed during the year originated in the Council. These were the Oudh Courts (Second Amendment) Bill, which rectified an error in the first Amendment Act, and the Power Alcohol Bill, which sought

to control the production, supply and distribution of power alcohol manufactured from molasses and its compulsory admixture with petrol for use as motor fuel. Some of the other Bills which passed through both Houses of Legislature, were the Sugar Factories Control (Amendment) Bill, the Suits Valuation (United Provinces Amendment) Bill, the Indian Medicine Bill, the Encumbered Estates (Amendment) Bill, the Tenancy Laws (Amendment) Bill, the Oudh Laws (Amendment) Bill and the Shri Badri Nath Temple Bill. The Money Lenders Bill and the Agriculturists and Workmen Debt Redemption Bill were passed and transmitted by the Lower to the Upper House, but could not be considered by the Council in time. The Regulation of Agricultural Credit Bill, the Agricultural Wages Bill and the Agricultural Produce Markets Bill, were among other official Bills pending before the Legislature. A scheme for the separation of judicial and executive functions was discussed in the Assembly.

**Non-official Bills.**

A number of non-officials Bills were introduced during the year. Measures of social reform included the Hindu Marriage Reforms and Dowry Restraint Bill, on the Assembly side, and the Hindu Widows' Homes Control Bill and the Children Bill, initiated by the Council.

**Adjournment motions.**

Notices of several adjournment motions were received during the course of the year. They were in respect of such matters as the police firing at Lucknow (Shia-Sunni agitation), at Cawnpore (communal riots) and at Bulandshahr (Khaksar disturbance). Of those admitted, some were withdrawn and the rest talked out.

**Resolutions**

A non-official resolution of some significance adopted by the Assembly recommended lifting the ban from the Communist Party in India. Non-official resolutions adopted by the Council included one relating to freedom of speech and freedom of association, while another urged the abolition of capital punishment. Another outstanding resolution of the year was the war resolution moved by Government and adopted by the Assembly on October 27, shortly after the passage of which the Congress Ministry resigned.

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# REPORT

ON THE

# ADMINISTRATION

OF THE

# UNITED PROVINCES

## 1940

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# REPORT

## ON THE

# Administration of the United Provinces, 1940

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### Immediate Effect of the War

The fluctuations of war were reflected in the state of the public mind in these Provinces as in the rest of India. India as a whole, and an inland Province, in particular, is not accustomed to estimating the influence of sea power on history and is apt to think of war solely in terms of the land battles which figure so largely in her epics. Thus the swings of opinion between pessimism and even panic on the one hand and optimism on the other were more violent than events warranted.

In the first quarter of the year the Provinces were not seriously affected by the war. Price control was still in operation but the need for it grew less. The attack on Finland roused sympathy, complicated in some quarters by a disinclination to admit that Russia could be in the wrong. There was some discussion in the press about the possible Italian attitude but on the whole the war passed India by.

Events in May and June, however, had an immediate reaction upon public opinion. The French collapse for the first time seemed to bring the collapse of Great Britain within the bounds of possibility and this prospect, whatever attitude had been taken previously to the war, brought undisguised panic and dismay in all quarters. Even those whose declared policy it was to agitate against participation in war effort admitted that at such a moment the British should not be

harassed by Civil Disobedience. A serious run on the Post Office Savings Bank began which reached a climax at the end of May when nearly fifteen lakhs of rupees were withdrawn in a single day. Currency notes in many places were at a discount and the Reserve Bank in Cawnpore cashed Rs.22 lakhs of notes in the last five days of May. German broadcasts and scare headlines added to the alarm and one result of the general feeling of insecurity was the growth of various party volunteer organizations which necessitated in August the banning of military formations by the Government of India.

But as Great Britain's powers of resistance were realized, anxiety grew less and panic was replaced by organized effort. The run on the Post Office Savings Bank died down and by the time talk of a possible battle of Cairo had been silenced by news of authentic victory in Libya, confidence was restored.

## Provincial War Effort

From the beginning of the war much help had been offered and much given to the Allied cause. But as the crisis developed, the need for greater activity became apparent. There has been considerable progress in recruitment for the Indian Army which has played so prominent a part in the African successes. New territorial battalions were raised and by the end of the year about 15,000 recruits had been produced for them and for the regular units. For officers a Central Recruiting Office under the control of Sir Digby Drake-Brockman was opened at Allahabad in July. This office dealt with over 2,000 applications for Emergency Commissions and 850 candidates were interviewed by five Divisional Committees which were set up. Of these, 260 appeared before the Army District Commanders for further examination. Stipends were given to 10 young men to help them through their preliminary training at the United Provinces Flying Club with a view to their recruitment in the Air Force and this training has now been completed. A scheme for the technical training of apprentices was established and financed from the Provincial War Purposes Fund and more than 100 trained apprentices

were accepted and another 200 were still under training at the close of the year.

In the field of munitions also, there has been great expansion. A Supply Board for the Province was constituted and the Controller and this Board form a link between the Province and the Supply Department. Cawnpore, the industrial centre of the United Provinces, is hard at work. The Army Clothing Factory, Shahjahanpur, now employs 10,000 workers instead of 800. The cottage industries of the Province are supplying blankets by thousands and in many directions activities have increased for the aid of the war and to the benefit of industry.

Voluntary assistance for Red Cross work has also greatly increased. By the middle of October over 21,000 Red Cross articles or knitted garments had been despatched. Much stimulus was given by the formation in November of the Work Party section of the branch of the Indian Red Cross Society, United Provinces, and by the end of the year these quantities had been doubled.

Assistance in money and kind had been freely proferred from the beginning of the war. On July 1 the Provincial War Committee was formed to help in directing voluntary effort to the most useful channels. By the end of the year over Rs.40 lakhs had been subscribed to the Provincial War Purposes Fund of which nearly Rs.23 lakhs had been spent. A remittance of Rs.16 lakhs to Lord Beaverbrook provided one Fighter squadron. In addition, Gorakhpur provided a Bomber and Dehra Dun a "Doon Defiant." Further Sir Thomas Smith, Sir Henry Horsman and Mr. A. Horsman have each presented a Fighter. A lakh was sent to the Lord Mayor of London for the relief of distress caused by air raids. Other sums have been spent in providing assistance in training pilots, war material, ambulances, comforts for the troops, wool and other material for 65 Red Cross Work Parties and many other similar objects. But creditable though these efforts are, there is unlimited scope for further generosity.

The War Purposes Fund was usefully supplemented by the Silver Trinket Fund which made a particular appeal to the women of the Province. Over Rs.30,000 were realized and among other objects the fund contributed £1,000 to the cost of a blood transfusion plant for hospitals in the Middle East.

In addition to money given outright, large sums have been invested. Defence Bonds to the value of more than Rs.75 lakhs and interest-free bonds for nearly Rs.6 lakhs had been purchased by the end of the year. In addition, over Rs.25 lakhs of Defence Savings Certificates had been bought, thus achieving a creditable total of over one crore.

In addition to military recruitment, the Provincial Government deemed it necessary to relieve the Military authorities so far as possible from law and order duties and a scheme was adopted for the raising of 12 companies of military police; by the end of the year 8 companies had been raised and trained. The idea of raising this force originated in the communal trouble of 1938–39, but the force can be made available to take the place, if necessary, of regular internal security troops required elsewhere and to tackle Fifth Column activities.

Mention must also be made of the Civic Guards, a voluntary civilian force designed to assist in air-raid precaution work and to give other assistance in the preservation of law and order. By the end of the year 4,522 men had been enlisted. The Civic Guard consists of three divisions : an Order Division to assist in the maintenance of order at the time of panic, an A. R. P. Division, and lastly, a Technical Division which includes doctors, nurses, engineers and other specialists.

The possibility of an air attack on parts of the United Provinces is not, it is to be hoped, imminent; but the risks are by no means negligible and experience in Great Britain shows that the training of A. R. P. personnel is a lengthy process. A start has been made, but much remains to be done before

the industrial centres of these Provinces will have an organization able to face an air attack without risk of panic and disorder.

## Political Survey

In the early months of the year activity was not great though Mr. Subhas Chandra Bose visited nearly 20 districts in one week in January attacking the right wing of Congress and all idea of compromise. He made a second tour in March but with less effect as attention was concentrated on the forthcoming Congress Session at Ramgarh. "National Week" in April which followed that session aroused no marked enthusiasm.

During the crisis of May and June political activity was at a low ebb, but by early July, as panic grew less, there was a marked increase in anti-war activity combined with criticism of Great Britain for closing the Burma-China Road. This was followed on August 6 by the ban on Volunteer organizations to which reference has been made and on August 8 by His Excellency the Viceroy's announcement regarding the expansion of his Council and establishment after the war of a representative body to devise a new constitution. Although the ban was disobeyed in places, obedience was general and interest in the announcement largely took the place of interest in the ban.

Following the All-India Congress meeting at Bombay and the breakdown of conversations between His Excellency the Viceroy and Mr. Gandhi, speculation was once more rife regarding Mr. Gandhi's *satyagraha* plans. The movement started with the arrest of Vinoba Bhave and shortly afterwards action had to be taken against Pandit Jawahar Lal Nehru, who made many speeches in the inflammable atmosphere of Oudh and Gorakhpur. He was arrested on October 31, and convicted early in November and by the middle of December most of the members of the Congress Ministry of 1939 had followed him to jail. Student demonstrations in

places were vigorous but on the whole the outward reaction to these measures was not great. One of the last of the prominent leaders to be arrested was the President of the Congress. Other Hindu opinion with greater realism continued to believe Mr. Gandhi's earlier dictum that Hitler was the one person who could prevent a world war and to perceive that a Nazi victory would be the doom of civilization and freedom in India as in the rest of the world. Among those who took this view—though certainly not of the right wing—was Mr. M. N. Roy, who with the former Congress Chief Whip formed the Radical Democratic People's Party. Congress decided that their principles of free speech were inapplicable to deserters and Mr. Roy's meetings suffered from considerable interruptions.

The gulf between the two leading communities did not narrow during the year. In the first two months the Khaksar organization showed some activity and in March the clash which occurred between the Khaksars and the Police at Lahore aroused some feeling. The chief event of the year was the Muslim League meeting at Lahore in March, when the "Pakistan" resolution was passed. Following this session of the League "Pakistan Day" was celebrated everywhere on April 19, and the resolution set the key-note of Muslim activity throughout the rest of the year. Khaksar recruitment continued and in June the formation of Muslim League Guards was vigorously encouraged. Khaksars from all Muslim organizations, however, accepted the ban which was imposed in August with the result that no further friction with Government regarding those bodies occurred.

"Islamic Countries Day" was observed on November 1, but the principal Muslim demonstration during the second half of the year was the Muslim Conference which was held at Allahabad from December 24. The importance of the "Pakistan Resolution" was again emphasized and the Government were warned against showing any weakening in the

face of *satyagarah*. Resolutions criticizing Government's action in several matters in which Muslim interests were affected were also passed. The Conference was well attended and enthusiasm was considerable.

### Communal Situation

In view of this rivalry between the Congress and the Muslim League it is not surprising that tension between the communities was marked on several occasions during the year. In January there was a disturbance during Bakr-Id at a village in the Basti district. The police had to fire and six persons were killed. There was another riot during this month over cow killing in the Gonda district; again the police had to fire and 15 persons were injured. There was also a riot at Hapur when two "volunteers" took upon themselves to interfere, because a woman whom they mistakenly thought to be a Hindu was being driven in a tonga by a Muslim.

Moharram this year gave little trouble except at Gonda where there was a clash between Shias and Sunnis, but the Holi festival caused more excitement. The most serious disturbance was at Cawnpore where the total casualties were 10 dead and 20 admitted in the hospital. Chehlum passed off peacefully everywhere. In Lucknow, however, as the day of Bara Wafat approached, tension between the Shias and Sunnis grew. On April 4 Government issued a Press Note explaining that the only hope of permanent peace lay in an agreement between the parties. On the day itself—April 21—the main procession passed off without any serious incident, but groups proceeding to join the procession were attacked and also some police, who had to open fire. In all 9 persons were killed.

In May and June relations were not improved by the efforts of both communities to enlist Guards and this continued until the August ban on all drilling.

During Dasehra a riot occurred at Ghaziabad on October 10 when brick-bats were thrown at the *Ramlila* procession.

The police opened fire and seven persons were killed and several injured. There was also a communal riot at Azamgarh due to incorrect rumours that the Muslims were about to kill a cow. Here also the police had to open fire and several persons were injured.

### Press and Public Opinion

Against the background of international and political rivalries, each section of the provincial press voiced the views of its own political party. Although a small but very vocal section adopted an extreme and uncompromising tone, the rest took a more balanced and realistic view of the situation and genuinely pleaded for a better understanding between the various parties. None the less, on the issue of the war there was practical unanimity in opposing Nazism and Fascism. The increasingly pro-British trend of American opinion roused expectations of support which have since been justified. The attitude of Russia was the subject of a good deal of speculation. Japan's aggressiveness in China and her imperialistic ambitions in the Far East were generally condemned in the provincial press. A certain section of the press clamoured that the war aims of the Allies should be re-stated with greater precision and suggested that the treatment which India was receiving was inconsistent with those aims as they had been expressed.

On the whole, during the earlier part of the year the presentation of news, even by the more extreme section of the press, was satisfactory, but later as the preparations for *satyagraha* made progress, there was an increasing tendency to distort news and to convey inaccurate impressions by alarming headlines which had to be checked by definite rebukes.

In October the Government of India found it necessary to pass an order under the Defence of India Rules prohibiting the publication of anti-war reports or comments. This led to a discussion with the leading editors at Delhi, when a statement was made on behalf of the press as a whole that it was

far from their intention to create difficulties for Government or to impede the war effort. An understanding which could be regarded as a "gentleman's agreement" was thus reached, although no formal pledge was given. In consequence, the order under the Defence of India Rules was withdrawn. Subsequently, a small non-official press advisory committee was formed in the United Provinces with the general object of exercising supervision and restraint.

For the benefit of Hindi and Urdu newspapers most of which in this Province were not financially strong enough to have a large staff or to subscribe to the big news agencies, Government now issue a news bulletin daily containing news items collected from sources to which such papers had no access. Further, articles were prepared and issued to the press giving background material for a proper appreciation of war problems. These were made available to editors to be used at their discretion and this form of assistance has in fact been welcomed.

## Agrarian Problems

**Landlord and tenant.**

The efforts of ill-disposed persons to stir up agrarian trouble in the more susceptible tracts in the east of the Province, met with no marked success. On the contrary, agrarian conditions which had deteriorated considerably in the last two years, notably in the Gorakhpur Division, improved to some extent.

**Debt Legislation.**

It was decided early in the year to undertake legislation on the lines of the Bills already drafted by the Congress Ministry, with a view to placing agricultural credit on a sounder basis. As the Temporary Postponement of Execution of Decrees Act, 1937, which had been passed in order to allow time for the consideration of such measures, was due to expire on June 30, 1940, and as it was not possible for Government to complete their examination of the Bills before that date, power was taken to extend the operations of the Act up to a maximum period of six months. Eventually, two out of the

four measures contemplated by the late Ministry received the assent of the Governor General on December 21 in the form of the United Provinces Redemption Act, 1940, and the United Provinces Regulation of Agricultural Credit Act, 1940, and came into force on January 1, 1941.

**Other legislation.**

Certain omissions and defects which had been noticed in the working of the United Provinces Tenancy Act, 1939, were rectified by the issue of an amending Act which came into force on May 1, 1940. An amendment to section 41 of the Act restored to persons in the military, naval or air services of the Crown that freedom from restrictions, in regard to the period of sub-letting their holdings, which they had formerly enjoyed under the Agra Tenancy and Oudh Rent Acts and which it was intended they should continue to enjoy in the Tenancy Bill as originally introduced in the Assembly. Technical difficulties in the valuation of landlords' property for the purpose of transfer to creditors and for the purpose of fixing instalments to be paid by landlords in liquidation of their debts, were removed by the passing of the United Provinces Encumbered Estates (Amendment) Act, 1940, which came into force from May 20. The United Provinces Regularization of Remissions Act, 1938, survived a reference to the Federal Court during the year, on the question of its validity.

With the coming into force of the Consolidation of Holdings Act, 1939, at the beginning of 1940, work on consolidation of holdings was started in a number of districts with the help of trained consolidators.

## Agricultural Conditions

**Winter rains and Rabi (1347 Fasli).**

The winter rains were abnormally heavy and continued into the second half of May. In some districts they were accompanied by hail, which caused considerable damage, but no great harm was done to the *rabi* crop as a whole.

**The Monsoon and Kharif (1348 Fasli).**

Light showers received in the beginning of June were followed by a spell of dry weather, which was broken by widespread rain in the third week of the month. The monsoon

became active in July, but rainfall was below normal in 17 districts. A heavy downpour, however, occurred in August causing precipitation above the normal in most districts September rainfall was scanty and the monsoon withdrew earlier than usual, towards the end of the month. October and November were practically rainless, but some good showers received in December were beneficial to standing crops.

The irregularity of the monsoon was reflected in the nature of the damage inflicted on the *kharif* crop. In the Fyzabad and Benares Divisions and, to a lesser extent, in some of the districts of Meerut, Agra, Allahabad and Lucknow Divisions, the crops suffered from drought. In some of the other districts on the other hand, they suffered from floods and excessive rain.

**Yield.**

The average yield of the *rabi* crop was estimated to range between 10 and 15 annas, while that of the *kharif* crop was estimated at 13 annas in the rupee. Among the more important crops, the outturn of wheat was 89 per cent. and that of cotton 81 per cent. of the accepted normal.

**Remissions and suspensions.**

Revenue remissions amounted to about Rs.2·98 lakhs in the *rabi* and were not expected to exceed Rs.4·25 lakhs, in addition to Rs.1·75 lakhs suspensions, in the *kharif*.

Locusts appeared in November in the districts of Bulandshahr, Aligarh, Agra, Muttra and Mainpuri, but moved off without laying their eggs or inflicting any appreciable damage.

**Prices.**

Price-control measures, which had been put into operation as a result of widespread speculation and profiteering on the outbreak of the war, were vigorously enforced at the beginning of the year. These measures included the fixation of prices by District Officers, and the institution of prosecutions to check profiteering; they were further strengthened by the institution of a marketing intelligence service to keep District Officers abreast of current wholesale prices, and the establishment of a Provincial Price Advisory Board, under the chairmanship of the Price Controller. By February, the situation

was well under control. From March to July, prices registered an all-round decline, partly as a result of price control and partly due to the arrest of speculative tendencies. Prices increased gradually from August onwards, as a natural outcome of the prolongation of the war, but the year closed with the prices of the principal food grains, except rice, at a lower level than at the beginning of the year.

**Settlement and revision.**

Settlement and revision operations were pushed on rapidly. Settlement was completed in Dehra Dun, continued in Aligarh, Bareilly, Shahjahanpur, Kheri, Fyzabad, Gonda and Jhansi, and started in Mainpuri, Etah, Moradabad, Farrukhabad and Cawnpore districts, besides the Dudhi Government Estates in Mirzapur. Revision operations were carried out in Muzaffarnagar, Bulandshahr, Unao and Rae Bareli districts and in the Maharajganj tahsil, Gorakhpur, and commenced at Lucknow, Partabgarh, Muttra, Agra, Etawah and Padrauna tahsil. Record operations continued in Garhwal and were started in the Azamgarh district.

**Agricultural development.**

The Departmental Reorganization Committee set up in 1939 concluded its labours during the year. Pending receipt of the Committee's report, agricultural activities continued on the usual lines.

**Development schemes.**

Development schemes in operation during the year included the cultivation of potato and tobacco. Under the cane development scheme, fertilizers worth about Rs.7 lakhs were distributed and extensive work was done to combat red-rot by a clean-up campaign in the affected areas and the replacement of local seed by healthy seed of improved varieties.

**Research schemes.**

A number of research schemes were in progress, dealing with rice, sugarcane, barley and cotton. Several major problems were investigated by the research staff, including the evolution of suitable varieties of fibre and oilseed. Investigations into pests and plant diseases received special attention. An important piece of work done by a research worker in one of the universities related to cereal rusts which

were estimated to be damaging cereal crops in this Province to the extent of several crores of rupees. Simple measures to control these rusts were put into operation in collaboration with the Governments of Nepal and Tehri-Garhwal. The results of important research work were published and articles and leaflets drawn from these publications were translated into Urdu and Hindi for the benefit of the cultivator. A Publicity Inspector was appointed to assist the headquarters staff with material for publicity and propaganda.

Demonstrations.

Practical demonstrations carried out on cultivators' fields included the use of improved varieties of seed, better methods of cultivation, better rotations, the use of fertilizers and agricultural machinery, and the reclamation of waste lands. Improved implements and simple machinery were designed and manufactured on a small scale. The number of improved implements distributed rose from 56,758 in 1939 to 75,973 in 1940.

## Industry

Expansion.

The war was directly responsible for considerable expansion and speeding-up of Indian industries, as a result of large orders placed by the Government of India and overseas governments in which this Province had a share. Leather and textiles were among those that benefited most. The remarkable effect of war upon the industries of this Province is revealed in the figures published of the purchases made by the Indian Stores Department for the year 1939-40. Whereas in 1938-39, this Province supplied Rs.38·61 lakhs worth of goods, in 1939-40 the supply rose to the value of Rs.2·14 crores being less only than supplies obtained from Bengal and Bombay. Details of these supplies show that, while in 1938-39 this Province supplied cotton materials to the Department to the value of Rs.17·39 lakhs, in 1939-40 the value of the goods supplied amounted to Rs.1·29 crores out of the total purchases by the Department of the value of Rs.4·24 crores for the whole of India. Similarly, purchases of woollen goods

in this Province advanced from Rs.7·8 lakhs in 1938-39 to Rs.64·5 lakhs in 1939-40 out of a total of Rs.2·42 crores for the whole of India, the Province being second only to Bombay in both these commodities. The value of jute and similar materials purchased in this Province rose from Rs.6,000 to Rs.5·66 lakhs, the Province being second only to Bengal, and the Province was the biggest supplier of leather material in India.

The results of 1940-41 should be even more remarkable, for this Province, on account of its concentrated industries and the great variety of its manufactures and handicrafts and also on account of its central position in the country, is favourably placed to meet a large and varied proportion of India's war requirements.

**Technical training.**

The Government of India's scheme for the training of 15,000 Indian technicians formed an important item in the programme of industrial expansion. The United Provinces which had been first in the field of technical training with a scheme of its own, took a leading part in promoting the Central Government's scheme by reason of the excellent training facilities it could provide. Supplemented later by the Bevin Scheme, for the advanced training of skilled Indian technicians in the United Kingdom, the technical training scheme followed the principle of assisting not only the immediate war effort, but of providing for the post-war requirements of India as well. As the Governor remarked in his inaugural address to the 12th session of the All-India Industries Conference at Lucknow on December 16, it was the hope and intention that the "development of industries in India due to the war will be such that when the war is over, India will be self-sufficient and self-contained, that the wealth of the country will have increased and that its vast population will not depend mainly on agriculture."

**Industrial exhibition.**

A glass and cottage industries exhibition was held at Lucknow simultaneously with the Industries Conference, to present a true picture of the industrial development of the

Province. Among other interesting features, it gave an idea of the kind of army equipment that was being turned out in this Province, and of the progress that had been made with the scheme for the manufacture of false pearls and glass beads, regular instruction in which was started at Benares in July, 1940. The compilation of a Commercial Directory and the organization of a Commercial Museum were other methods by which it was hoped to foster the growth of trade and industry in the Province.

**Commercial Directory and Commercial Museum.**

The sugar industry in the United Provinces and also in the neighbouring province of Bihar passed through a serious crisis during the season 1939-40. Exceptionally large quantities of cane were crushed at high prices, and as the manufactured sugar did not move actively into consumption, large stocks of sugar accumulated. The Indian Sugar Syndicate found itself unable to control the prices of sugar, and the industry found itself at the end of the season 1939-40 in the very difficult position of a weak sugar market and exceptionally heavy stocks manufactured at a high price. The Government came to the aid of the industry by granting a special rebate of Re.1 for every maund of sugar which was unsold and on which excise duty had not been paid on August 25, 1940. This was made possible by an advance made to the Governments of the United Provinces and Bihar by the Central Government up to Rs.1½ crores, to be realized over a period of three years by a special cess of 6 pies per maund of cane crushed by the sugar factories. As a result of the Government action the sugar market was stabilized.

**Sugar industry.**

Government had to assume greater control over the industry by the enactment of the United Provinces Sugar Factories Control (Amendment) Act, 1940, to regulate the production of sugar, the manner and the rate at which it was to be marketed. An inter-provincial Sugar Commission was set up for closer supervision of the sugar industry. The principal function of this new organization was to distribute the quotas of sugar to the various sugar factories in the two provinces

and to direct the marketing of the sugar so produced. The inevitable consequence was that the intake of cane by the various sugar factories had to be definitely fixed and specified, and while this naturally caused hardship in certain areas where cane cultivation had gone up on account of the high prices of cane in previous years, it also helped to rehabilitate the industry. The hardship of the grower was greatly mitigated by timely propaganda for the conversion of surplus cane into *gur* and *khandsari* sugar. The amount of surplus cane is expected, therefore, to be considerably less than was at one time expected. It should also be mentioned that Government adopted special measures to compensate the cane-growers in respect of surplus cane especially in the eastern districts where *gur*-making was not possible on the same scale as in the western districts of the Province. A special reduction of 3½ pies per maund of cane had, however, to be made in the price paid to the cultivator. This amount was, however, realized in the form of a cess and credited to Government account and formed the nucleus of a fund for compensation to the growers. The amount so collected was to be increased by an equivalent amount contributed by the Government for purposes of compensation.

Much fine work was done by the Gur Development Department during the season 1940-41 which undoubtedly helped to convert large quantities of surplus cane into *gur*. A special *taqavi* grant of a lakh of rupees was made available to the Gur Development Department for hiring and purchasing *kolhus*.

**Molasses**

The problems of the utilization of molasses, a by-product of the sugar industry, and the neutralization of factory effluent have been under examination for some time. In 1939 the Legislature had passed a Bill to control the manufacture of power alcohol in this Province. This Bill provided for production, supply and distribution of power alcohol manufactured from molasses and for its admixture with petrol in specified quantities for use as motor fuel. The proposed

measure received the assent of the Governor as the United Provinces Power Alcohol Act, 1940, and the Amending Act issued soon after, exempted military requirements from its operation, provided for the possible breakdown of the supply of the prescribed mixture and made it possible to apply the Act piecemeal to specified areas in the Province. Rules were framed under the Act in consultation with the petrol interests. Regulations were also made for the proper disposal of factory effluent and methods devised to deodorize and render it harmless.

### Labour Situation

The war assisted not only industries but also the large body of labour employed. On account of the additional opportunities offered by the war for industrial work, employment increased considerably during the year. According to information collected by the Upper India Chamber of Commerce, the increase in employment in 1940 was 39 per cent. over the figures for 1939. Wages also showed an upward tendency.

Strikes.

In these circumstances, it was not surprising that employees found more to be gained from extra work and higher wages than from participation in strikes engineered for the most part by outsiders with an eye to their own personal interests. Labour unrest was confined to the first half of the year, the second half being comparatively free from agitation. There were in all 41 strikes including 20 carried over from 1939.

The only strike of any importance at Cawnpore was the one engineered by the communist leaders of the Mazdur Sabha on "Independence Day," January 26, for purely political purposes. Indeed, a noticeable feature of the year was the tendency of labour agitation to assume a political aspect. This was strikingly demonstrated in the cigarette factory affair at Saharanpur, where labour extremists were aided by the Congress and local *Ahrars* in attempting to keep the agitation going and in stirring up feeling against Government.

An appeal was issued by the Congress for the boycott of the Company's cigarettes, but met with little response. Due largely to extraneous influences, the strike was inordinately prolonged from February to April, but was eventually called off by the Cigarette Workers' Union on acceptance of the Labour Commissioner's recommendations.

**Conciliation and arbitration.**

In view of the acute industrial unrest prevailing at the time, the Congress Ministry had contemplated legislation for the peaceful and amicable settlement of industrial disputes by means of conciliation and arbitration, and had drafted a Bill on the lines of the Bombay Trade Disputes Act. The provisions of this draft Bill were examined at length and modified in the light of criticisms received. It was ultimately decided, however, to drop the Bill as the labour situation did not warrant any special measures of the nature contemplated.

The existing conciliation machinery, which had been set up by the appointment of a Labour Officer and a Labour Commissioner, continued to function but received a temporary setback as a result of the Mazdur Sabha's withdrawal from conciliation proceedings. This led the Employers' Association to consider themselves absolved from the responsibility of appearing in proceedings in which the Mazdur Sabha was the opposite party Several conciliation cases were, however, taken up by the Labour Commissioner at the instance of industrial workers.

**Welfare work.**

Three new labour centres were opened at Hathras, Firozabad and Allahabad, respectively, in addition to the six existing at Cawnpore and Lucknow. The one at Allahabad was for the benefit of the Government Press employees. A number of recommendations made by the Government Presses Enquiry Committee were accepted by Government. A qualified doctor was appointed at the Central Press and nail brushes and liquid soap were provided for the use of workers. Government accepted the Committee's recommendation that workers should enjoy the right of representation through their union. Orders were issued for the avoidance of work on

Sundays and recognized holidays. A recommendation *not* accepted was one which would have deprived the workers of some of their gazetted holidays.

Labour administration.

The office of the Chief Inspector of Factories and Boilers and of the Bureau of Economic Intelligence, which was made permanent during the year, were transferred to the control of the Labour Commissioner. The Labour Office dealt with some 425 complaints received from individual workers or their organizations. Important statistics were collected and published.

### Provincial Finance

Owing to the suspension of the constitution in November, 1939, a recast budget was framed during that month for the financial year 1939-40. In that recast budget, revenue receipts were estimated at Rs.13,15,86,000 and revenue expenditure at Rs.13,81,46,000—thus leaving a revenue deficit of Rs.65,60,000, which, however, was reduced to Rs.30,56,000 in the revised estimates. Owing to unforeseen improvements in revenue receipts and savings in revenue expenditure the year finished, however, with an actual revenue surplus of Rs.7,56,000. On the receipt side the main heads under which additional receipts were received were—

(1) taxes on income;
(2) the sugarcane cess; and
(3) irrigation receipts:

while on the expenditure side the head which showed the greatest decrease amounting to Rs.10½ lakhs was agriculture, over half of which was in connexion with rural development schemes; some of these schemes had been budgeted for before details had been worked out and in consequence many of them were slower in starting than had been expected or were not started at all during the year.

2. The budget for 1940-41 provided for anticipated revenue of Rs.13,58,35,738 and expenditure of Rs.13,58,13,603 leaving a revenue surplus of Rs.22,135. No new taxation was

imposed during the year, but the duty on opium, *charas*, *ganja*, beer and spirits was increased and the State management of excise shops was abolished in favour of the former auction system. Receipts from land revenue are now showing a steady increase owing to the abolition of slump remissions as a result of the more intensified settlement and revision operations. The war and administrative reasons of an internal nature have necessitated appreciable additional expenditure on police, some of which is recoverable from the Government of India.

3. The estimate for capital expenditure in 1940–41 amounted to Rs.26,00,000 of which Rs.10,00,000 was for hydro-electric works and Rs.14,00,000 for irrigation works partly to complete that portion of the Sarda extension project which had been started before war broke out and partly for the State tube-wells programme; the remainder was for the payment of commuted value of pensions.

4. The budget estimate provided for the floatation of a permanent loan of Rs.1,25,00,000 but due to the improvement in ways and means position the amount of loan was reduced to Rs.1,00,00,000. It was floated on September 27, 1940, in the form of a further issue of 3 per cent. United Provinces Loan, 1952. It was not found necessary to float any treasury bills but ways and means advances of Rs.70,00,000 were taken from the Reserve Bank. They were all repaid during the year.

## Rural Development

**Organization.** Close contact was maintained between official and non-official agencies in the furtherance of the rural development programme. While the term of the Provincial Rural Development Board, which had met three times since its inception, was not extended beyond March 31, 1940, District Rural Development Associations were reconstituted on the expiration of the term for which they were appointed. Rural organizers, who resigned because of their political views or who

proved to be inefficient or neglectful of their legitimate duties, were replaced by others. These changes improved the general trend of the movement.

Development work.

The main items of rural development, such as adult education, agricultural improvement, industrial development, medical aid, hygiene and sanitation, received increasing attention. Adult education made rapid strides while reading-rooms and libraries gained in popularity.

The new Tenancy Act, which conferred upon tenants the right to plant trees in their own holdings, gave an impetus to village plantations. Experiments were made to demonstrate the usefulness of *usar* land in raising fodder grass, by the simple expedient of closing it to grazing for a time. Closure to grazing was also used as a means of protecting ravines from erosion.

The scheme for the extension of medical facilities to rural areas proved extremely popular and beneficial. Travelling dispensaries treated 524,138 patients more than in the previous year, while village medicine chests, of which there were some 4,289, provided medical relief for minor ailments where dispensaries were not available.

The development of cottage industries like spinning, weaving and tanning, helped to supplement the income of the villager and to raise his standard of living. A large amount of seed was distributed through better-living societies at a concession rate. Publicity vans toured rural development centres and organized exhibitions and shows.

Radio Scheme.

An unmistakable sign of the growing consciousness of the villager to events around him was his interest in the radio scheme. Radio sets were obtained on a contributory basis, and licence fees were cheerfully paid. Fourteen radio sets acquired from the Irrigation Department were installed at tahsil headquarters in the western districts. The duration of rural broadcasts from the All-India Radio Station at Lucknow

was increased from 30 to 45 minutes and more colour and variety introduced into the daily programme to suit the rural public.

For the better supervision of rural development work, two divisional superintendents were appointed during the year in addition to the three already working. A camp for training women in rural uplift work was started at Fyzabad.

## Co-operative Movement

**Banks.**

Reviewed as a whole, the financial condition of the movement was satisfactory, in spite of a rush on central co-operative banks in May and June. The policy of unrestricted payment of matured deposits proved wise in the event, for confidence was soon restored. Some restraint was nevertheless noticeable throughout the year in the making of fresh deposits, as a consequence of which some of the banks found difficulty in financing new societies.

**Number of societies.**

As a result of general expansion in the movement, co-operative societies of all kinds increased from 14,216 to 16,662, of which 6,706 were thrift and credit societies. The largest increases took place among better-living societies, from 3,982 to 5,751, *ghee* societies, from 568 to 657, and grain marketing societies, from 96 to 152.

**Multi-purposes societies.**

While credit remained the predominating element in the movement, more attention was paid to the formation of multi-purposes societies for the moral, social, physical and economic advancement of their members. Officially styled "village banks," these societies not only encouraged thrift and supplied cheap credit for productive purposes, but also encouraged better living and better farming, provided articles of common use to the villagers at reasonable prices, and arranged for the proper marketing of village produce. Some 1,573 societies of this kind were operating during the year...

**Other societies.**

Societies for the consolidation of holdings were instrumental in reducing the number of plots, over an area of 12,000 bighas,

to one-thirteenth of their original number. It was expected that, with the extended use of the Consolidation of Holdings Act, better results would be forthcoming in the near future.

Almost 80 per cent. of the cane crushed by sugar mills in the Province was supplied by cane societies which, incidentally, helped in the improvement of village communications.

Among societies for the co-operative supply of milk, the Lucknow Co-operative Milk Union did a profitable business and supplied 800 families and 22 schools. A scheme for the organization of a Co-operative Milk Supply Union at Allahabad, on the lines of the Lucknow Milk Union, was under consideration and materialized soon after the close of the year.

**Industrial Co-operative Stores.**

Great stimulus was imparted to the business of industrial co-operative stores as a result of war requirements. The Mason Federation at Bara Banki and the Sandila Stores had an increased turnover of Rs.62,038 and Rs.33,232, respectively. The latter specialized in the production of gauze, bandage and jaconet cloth. It supplied 45,000 yards of jaconet to the Afghan Government, besides meeting orders for 12,000 lb. of *niwar* from the tent contractors of Cawnpore and Sholapur. Orders to the value of Rs.40,000 were placed with the Partabgarh Co-operative Bank for 3,000 sets of tent components made of *tat-pattis*. Larger orders for war material were in prospect following inquiries made by, and samples of co-operative products sent to, the Controller of Supplies, United Provinces.

In pursuance of their policy of raising the economic status of people in the hill districts, Government appointed a Co-operative Inspector at Ranikhet to develop the work of woollen societies registered among the sheep-rearers of Almora, Naini Tal and Garhwal.

## FORESTS

**Forest industries.**

As a result of the war, there was a marked increase in the demand for timber and other forest produce. This was particularly noticeable in the case of the packing case industry,

which showed signs of remarkable expansion. The Western India Match Company at Clutterbuckganj, Bareilly, doubled its order for *semal* and other soft timber, though smaller match factories did not do so well. The paper industry made progress, restricted though it was by difficulties in obtaining machinery. Important investigations were carried out at the Forest Research Institute, Dehra Dun, into the suitability of *ulla* grass and *chir* pine billets (hitherto treated as waste products) for the manufacture of packing and cheap wrapping paper. The Institute reported favourably on the commercial possibilities of the scheme.

**War supplies.** Large quantities of timber were supplied to the Defence Department. An unusual feature of this supply was the extraction of a considerable number of *sal ballis* during the difficult monsoon months of the year. A large indent for over 5½ lakhs of poles, subsequently raised to 10 lakhs, was received from the Government of India towards the end of the year. The large demand for poles made it possible to carry out much-needed thinnings in the young *chir* forests of the Kumaun Circle. Orders for *sissoo* and *kardahi* logs were also placed by the Gun Carriage Factory at Jubbulpore.

**Forest revenue.** The increased demands and the higher prices resulting therefrom made for considerable enhancement of forest revenue. A striking proof of this was an increase of Rs.11 lakhs 71 thousand in prices obtained at the annual forest auctions of 1940. The rising price of metal, as a consequence of the war, also had an important bearing on timber market conditions.

**Beneficial activities.** It is a matter of some interest to note that besides the direct contribution to public revenues, the Forest Department provides employment for a large number of the hill population and pays them about Rs.50 lakhs in wages. Rights and concessions exercised and enjoyed in the form of free grazing and extraction of forest produce amount to over Rs.17 lakhs a year. The expert knowledge of the Department has been

extended in recent years to the plains districts, with encouraging results. Afforested zones in the canal areas, and roadside avenues in the Cawnpore district, are now under the control and management of the department.

## VETERINARY

In addition to the control and investigation of cattle disease, cattle-breeding and cattle-welfare work, poultry farming and sheep- and goat-breeding received special attention. Breeding operations begun in the previous year at the Government Sheep Farm, Bodhpura, Jalaun district, gave satisfactory results. The issue at concession rates of farm-bred rams and ewes to villagers interested in sheep-breeding, was under consideration at the end of the year. Arrangements were also being made to supply he-goats from the Chakarnagar area in the Etawah district to interested breeders at a nominal cost of Rs.5 per head.

The decision of the Government of India to discontinue Imperial horse-breeding operations in the districts of Muzaffarnagar, Meerut, Bulandshahr and Aligarh, led to the Department taking over charge, from February, 1940, of the provincial horse-breeding operations which had been conducted for some years by the Army Remount Depot in those districts. The horse-breeding work of the entire Province was thus brought under the control of the Department.

## IRRIGATION

Canals.

Primarily agricultural, the Province fortunately does not have to depend altogether on the vagaries of the monsoon, for it is served by a vast network of irrigation canals, besides a large number of State tube-wells. The comparative failure of the monsoon caused a heavy demand on these irrigation works. The area irrigated during the *kharif* of 1940 was in excess of the area irrigated in the previous *kharif*, though the reverse was true in the case of *rabi* owing to rainfall being above normal in the early months of the year.

Among important projects not yet fully developed the Sarda Canal has not so far come up to expectations and is responsible for a net recurring loss of Rs.23 lakhs a year. Recent extensions of the canal towards Haidergarh and Allahabad are, however, expected to reduce the loss. The only other schemes which are not paying their way are the Gogra Pumping Scheme and the Ramganga Canal. Government are considering proposals to remodel the latter scheme to make it profitable.

The newly-constructed tank system in the Jagnair tract of the Agra district came into operation for the first time during the rains. Despite scanty rainfall, the Meoli *bund*, rarely filled in the past, was completely filled by the new river diversion. *Rabi* crops were sown in the submerged areas and approximately 5,000 acres were irrigated under the scheme as compared with 500 acres in the past.

**State tube-wells.**

State tube-wells completed during the year reached a total of 1,586, of which 1,557 were actually in use. The construction of 94 new wells and a further length of 126 miles of tube-well service roads was taken in hand. The demand for irrigation was keen and about 183,485 acres were irrigated by tube-wells alone in the *kharif* of 1940 as against 155,603 acres in the *kharif* of 1939.

**Hydro-electricity.**

Transmission lines were constructed for the supply of electric energy to certain towns and improvements were carried out in the High Tension Transmission lines. The demand for electricity from private consumers was more than could be met. This was due to difficulties in obtaining line material and transformers: Applications for new connexions had to be refused except in cases where they did not necessitate the installation of new transformers.

## Public Works

**Buildings.**

Major building works in progress during the year included improvements to the Agricultural College, Cawnpore, at an estimated cost of about Rs.2½ lakhs, and the addition of

barracks, godowns and officials' quarters at the Unao District Jail on the transfer of the Tailoring Department from the Cawnpore Jail.

Fair progress was also made with the police building programme, with such projects as the conversion of the military barracks at Sitapur into quarters for the Military Police and the construction of a number of new police stations. Plans were also drawn up for a new *kotwali* at Allahabad.

**Communications.**

No original work of road construction was undertaken from provincial revenues, but certain major works which were commenced in 1939 were completed during the year 1940, at a cost of about Rs.80,000. These were the construction of a causeway across the Darer, Sarna, Charkhala and Sitla Raos on the Dehra-Dhaki Road in the Dehra Dun district, and a steel suspension bridge at Daya on the Hardwar-Badrinath Road.

The road reconstruction programme, financed partly from the United Provinces' share in the Central Road Fund, was well in hand and an expenditure of approximately Rs.6,15,000 was incurred during the year. Work on the Benares-Ghazipur Road and on roads in the Fyzabad and Meerut Divisions was completed.

A sum of approximately Rs.6,06,000 was spent from the United Provinces Road Fund on such important items as the strengthening of pontoon- and boat-bridges to allow of the passage of heavy lorries, and the painting of roads passing through villages to protect the inhabitants from dust nuisance.

**Electrification of towns.**

The supply of electricity has gradually been extended to 107 towns in this Province, besides rural areas. The Electric Inspector to Government made proposals for reducing the number of accidents caused by electric shock.

## Excise

**Prohibition.**

Prohibition continued in force in the districts of Etah, Mainpuri, Bijnor, Budaun, Jaunpur and Farrukhabad, but was not extended to any new district. Doubts having been

expressed during the course of the year, as a result of certain decisions of the High Courts at Bombay and Patna, in regard to the legality of existing prohibition notifications issued under the United Provinces Excise Act, a validating measure was passed in January, 1941.

**State-management.**

The system of State-management, which had been introduced in a number of districts with the object of reducing consumption by removing the incentive to private profit, proved unworkable in actual practice and had to be suspended from April 1, 1940. The auction system continued in force, but retail prices were abandoned, except in prohibition areas, as it was not possible to enforce them. The sealed bottle system underwent no change.

In Cawnpore efforts were made to reduce consumption by auctioning all the country spirit shops at Cawnpore for "off" consumption only and by subjecting them to the further restriction of complete closure on Sundays and early closure on Wednesdays and Saturdays.

As a further step in this direction, and also with the object of providing an alternative means of livelihood to tappers thrown out of employment, the manufacture of *gur* from toddy was encouraged and rules were drawn up to regulate the tapping of *tar* and *khajur* trees where they were cultivated.

**Excise offences.**

Excise offences showed no signs of abatement, while indifference and apathy on the part of the general public rendered the task of the authorities in the detection and suppression of such crime more difficult. Smuggling and illicit distillation appeared to be on the increase, a disquieting feature of the year being a rise in the number of assaults on excise and police staff.

## EDUCATION

Owing to war conditions, no new schemes of large-scale development could be undertaken but those already in existence made good progress.

Basic education.

With the further development of the Basic Scheme, education in this Province tended to assume a more practical form. The scheme aims at imparting a vocational bias to education and introducing more realism into the educational practices in vogue. Where education was formerly something apart from the daily round of the people, it is now being woven into the common fabric of their lives. Children are taught to think and act for themselves, and to take an intelligent interest in their surroundings. A craft is used to familiarize the child with the day-to-day conditions of his existence; art is employed to liberate his artistic tendencies and to help him lend colour and beauty to the objects around him. This is no new development in educational methods, though it was only lately brought into prominence in this country through Mr. Gandhi's Wardha Scheme, as put into educational terms by the Zakir Hasan Committee. Many criticisms have been levelled against it, the most serious perhaps being the one relating to cost; it was argued that the expense involved would be prohibitive. The idea, however, of self-supporting schools was given up at the very outset; in its stead was substituted the principle of self-sufficient schools, providing their own material for the children's work. The problem of accommodation has been largely solved by evolving a design for a model school building of wicker and bamboo at a cost not exceeding Rs.250. With the initial training of instructors in these improved methods, the scheme is gradually taking shape, with great possibilities before it. By the end of the year, a number of graduates had passed out from the Government Basic Training College at Allahabad. Refresher courses in basic education were organized at the seven headquarters of Circle Inspectors of Schools, and 10,280 district and municipal board teachers received training. With the help of these teachers, education on basic lines is now imparted in the Infant classes and standards I and II of about 4,800 primary schools for boys in the Province.

**Educational expansion.**

The Education Expansion Scheme completed its second year of working on December 31, 1940. Some 960 village adult schools were operating under the scheme, in addition to 579 aided schools. The number of village libraries increased from 768 to 1,000 and reading-rooms, supplied with Hindi and Urdu periodicals, reached the total of 3,600. Wall maps of Europe and Africa were supplied to these reading-rooms to enable village folk to follow the progress of the war. It was estimated by the Education Expansion Officer that 229,572 persons, including 6,016 women, had been made literate during the year. Female education came in for special attention but social and economic conditions raised insuperable difficulties. District board teachers undertook the work of spreading literacy on the bonus system, while many vernacular middle schools took up the "Village Adoption Scheme" under which each school adopts a village as the object of its particular care and attention. A scheme was started with the ultimate aim of having five special adult schools for police constables and village chowkidars in each district; a senior I.P.S. officer prepared a special reader for use in such schools. An Assistant Educational Expansion Officer was appointed during the year and "Literacy Day" was held on February 4, 1940.

Depressed class education continued to receive encouragement. Scholarships and stipends to depressed class students were substantially increased, books were supplied to them free of cost, and larger grants were made to non-official bodies for promoting their education.

**General.**

The Director of Public Instruction having relinquished in April, 1939, the duties of *ex officio* Deputy Secretary to Government in the Education Department, the final separation of the Secretariat portion of his office was completed during the year.

**Student movement.**

Owing to pre-occupation with examinations, there was little student activity during the first half of the year. Trouble

started after the vacations. The removal of wireless transmitters from various universities served as a focus for agitation against the so-called repressive policy of Government and a one-day strike was held in this connexion at the Lucknow University on August 1. Agitation continued throughout August and September, the principal centres affected being Allahabad, Lucknow and Benares.

The Congress, now definitely embarked on preparations for *satyagraha*, turned their attention to the student community and prominent Congress leaders urged students to take part in the "coming struggle." Storm centres continued to be Allahabad, Lucknow and Benares, with the addition by this time of Cawnpore where some unruliness had prevailed. Cawnpore students distinguished themselves by travelling without tickets to witness a series of football matches at Lucknow; some of them assaulted the railway staff at Amausi station, just outside Lucknow, and caused damage to railway property.

The arrest of Pt. Jawahar Lal Nehru on October 31, had more violent reactions in this quarter than in any other; strikes occurred and rowdyism was reported from Allahabad and Cawnpore.

A circular subsequently issued by the Director of Public Instruction for the maintenance of stricter discipline in educational institutions, was misconstrued as curtailing the civic and academic rights of the student community. Despite efforts to reassure them that Government had no intention of interfering with the legitimate activities of students, strikes were organized by the United Provinces Students' Federation on November 21, "Civil Liberties Day," but without great success. The reception of Sir Maurice Gwyer by a flag demonstration at Lucknow a few days later was typical of the indiscipline prevailing at the time.

The United Provinces Muslim Students' Federation and a considerable body of outside public opinion were opposed

to these methods, and Mr. Gandhi added the weight of his authority against the organization of what he termed " political strikes." The firmer attitude adopted by educational authorities also had a restraining effect, and there were hopes that, ultimately, wiser counsels would prevail. With the year drawing to a close, students came to content themselves with more orderly demonstrations and meetings.

Student unrest during the year was due no less to the strong communist virus injected into the movement than to direct incitement from the Congress. This was exemplified by the split that occurred at the All-India Students' Conference at Nagpur, on December 25 and 26, where communists and moderates held separate meetings and elected separate representatives.

## Local Self-Government

**Maladministration.**

The usual undesirable features manifested themselves in the working of several local boards, but Government avoided taking action against them except in cases of glaring misdemeanour and corruption.

Following serious charges of maladministration, and after full and careful inquiry into the conduct of the boards, Government superseded the Municipal Boards of Moradabad and Hardwar and the District Boards of Hamirpur, Moradabad and Farrukhabad for a period of three years, and the District Board, Banda, till the next general elections. Marked deterioration in the administration of the Municipal Boards, Lucknow and Agra, and of the District Board, Bahraich, also came to the notice of Government, who decided to appoint committees to investigate the affairs of the two municipalities and to allow the district board a year in which to set its house in order.

**Local Self-Government Committee.**

The Local Self-Government Committee had made far-reaching proposals in the previous year to remedy the defects in the prevailing system. While recognizing the necessity for improvement, Government did not consider it opportune,

under existing conditions, to carry out the wholesale revision of the system and the extensive amendment of existing legislation entailed by the Committee's proposals.

**Elections.**

The general elections of members to district and municipal boards, which had been postponed for a year in 1939, were again due to be held in December, 1940. But owing to the abnormal circumstances and conditions arising out of the war, it was considered undesirable to hold these elections just then. The United Provinces Municipalities and District Boards Acts were accordingly amended so as to allow of postponement for a year at a time up to an aggregate period of three years, and the elections were put off for another twelve months.

On the other hand, general elections in town and notified areas which had been due in October, 1937 and March, 1938, respectively, were held during February and April as a result of the decision taken by the Congress Ministry in 1939. The elections were held on the basis of adult franchise and passed off peacefully enough except in the notified area of Gangoh in the Saharanpur district where a riot occurred on the appointed day, causing the elections in that locality to be postponed till the following year.

**War contributions.**

In common with the general desire of the people of this Province to aid the Allied cause, several local boards expressed a wish to contribute to War Funds. While legal difficulties precluded district boards from making out-and-out contributions, it was possible in the case of municipal boards to declare such contributions to be an appropriate charge on municipal funds, if made within suitable limits and with the previous approval of the Commissioner. Local bodies were further authorized to invest their own funds and the provident funds of their employees in the purchase of Defence Bonds.

## Public Health

**Diseases.**

The Province was free from major epidemics and public health conditions were satisfactory. Cholera, though widespread, did not assume a serious form, while outbreaks of

plague and small pox were mild; a sum of about one lakh was spent on preventive measures. Malaria was reported in ten districts and large quantities of quinine were given away in the affected areas. Malaria surveys and investigations were carried out in several places, in addition to the special anti-malarial schemes operating in the Hardoi district and in the Tarai. The rising incidence of Kala Azar in the districts of Gorakhpur and Benares necessitated the opening of three clinics which afforded adequate facilities for diagnosis and treatment. Epidemic dropsy, ascribed to the adulteration of mustard oil with *Argemone mexicana* (*bherbhand*) seeds, was reported in sporadic form from Allahabad and Benares; rules were framed for the notification of the disease by medical practitioners while the matter remained under further examination.

**Anti-Tuberculosis drive.**

A scheme for an anti-tuberculosis campaign in the United Provinces, with Lucknow as the provincial centre, was approved by the United Provinces Tuberculosis Association. It provided for the establishment of well-equipped clinics to demonstrate means of fighting the disease and to afford field training to tuberculosis specialists.

**Food adulteration.**

Thousands of samples of foodstuffs, including milk and *ghee*, were examined by the Public Analyst during the year. The question of food adulteration in India was examined by a committee of the Central Advisory Board of Health, on which this Province was represented, and the Committee's recommendations were being considered by Government.

**Health propaganda.**

Propaganda was conducted by means of public health exhibitions, cinematograph films, magic lantern lectures and baby shows. A new film on Nutrition was prepared, and about 2½ lakhs of leaflets and 3,356 public health posters distributed. The Hygiene Publicity Bureau, which handled this work, also assisted in the training of honorary workers in public health and anti-epidemic measures.

Research.

The Provincial Hygiene Institute, among other activities, undertook a helminthic survey of the Lucknow district and conducted investigations into the prevalence of Flourosis among school children, and goitre, in the Almora district. Type-designs of meat markets, village dwellings, etc. were prepared and approved for general issue. The Institute also regulated the quality of water supplies in the Province through periodical analyses.

First-aid and nursing.

Eighteen new centres of the St. John Ambulance Association were opened in this Province, raising the number to 43. About 4,993 persons were trained in first-aid and 416 ladies in home nursing, with the object of rendering organized assistance in times of emergency.

## MEDICAL

Civil hospitals.

A survey of medical facilities available in the Province was undertaken and various schemes were considered for improving and increasing those facilities, e.g. the improvement of hospitals at district and divisional headquarters. Improved finances made it possible to create the nucleus of a hospitals fund after the close of the year.

Additional buildings were being erected at the Medical School, Agra, consequent on its being raised to the status of a degree college, while plans and estimates were well advanced for the opening of a new and up-to-date hospital at Allahabad.

Women's hospitals.

Dufferin hospitals in the Province proved a great boon to female patients. Good work was also done by dispensaries affiliated to the United Provinces Branch of the Countess of Dufferin Fund, under a scheme for the extension of medical facilities to women, by women, in smaller towns and rural areas. Lady Hallett laid the foundation stone of a new Dufferin Hospital at Cawnpore, made possible by the open-handed generosity of Sir Harry and Mr. Albert Horsmán. Government on their part, made liberal grants to women's hospitals like the Kamala Nehru Memorial Hospital at Allahabad.

They also gave a grant of Rs.13,633 to revive the posts of 19 matrons and nurses formerly paid from the Dufferin Fund and abolished as a measure of economy.

**Dispensaries.**

Seven new subsidized allopathic dispensaries were opened during 1940. District boards took full advantage of a sum of Rs.50,000 which had been allotted in 1939–40 to assist them, on a half-and-half basis, in providing medicines to rural allopathic dispensaries. Several Eye Relief Camps were established during the ensuing winter months. Private medical practitioners were persuaded to settle down in rural areas under a subsidy scheme.

The Medical Reorganization Committee completed its labours by the end of the year.

## Crime and Police

The year 1939 had proved to be an unusual one. Not only had India found herself in the midst of a world war, but the political situation had worked up to a crisis culminating in the resignation of "Popular Governments" in a number of provinces. Communal antipathies had flared up in this Province and general unrest, accompanied by a disregard for law and order, had been reflected all too clearly in the crime returns.

The year 1940 opened under changed conditions. A more wholesome regard for the authorities had come to manifest itself, while open hostility between the two major communities showed signs of abating. The war gave a fillip to industries, increased wages and opened up new avenues of employment. Relations improved between employer and employed, between landlord and tenant. Fair harvests and better prices added to the sense of general well-being. The cumulative result of all this was a welcome fall in crime statistics, which had been noticeably on the upgrade since 1937.

As compared with the previous year, there was a decline in all forms of serious crime, varying from 20 per cent. in the case of burglary to 5 per cent. in that of robbery. Riot,

dacoity and murder fell by about 10 per cent. Murder cases were still numerous but burglary figures were almost the lowest in 20 years and furnished a fair index of the marked improvement in the crime situation. To this improvement, good work by the police and the magistracy contributed in no small measure.

**Subversive activities.**

While differing in methods, the aim of all subversive groups was broadly speaking the creation of an atmosphere of widespread disorder to be followed up by mass revolution. Communists and other extremist elements saw in Britain's preoccupation with the war and prospects of bringing about a mass civil disobedience movement under cover of the Congress organization, an opportunity of furthering these aims.

Subversive influences made their presence felt in the labour movement during the early months of the year and caused some stir in the student world towards its close. But Right Wing ascendancy in the Congress disappointed the expectations of the extremist elements by restricting the scope of the *satyagraha* campaign.

A sustained drive against the authors and distributors of objectionable literature and the arrest and detention of extremist leaders throughout the year, moreover, paralysed the movement and destroyed all hopes of concerted action. Thus the general situation in regard to subversive activities showed a decided improvement on that of 1939.

**Organization.**

The war added to the duties and responsibilities of the police, the safeguarding of vulnerable points and the protection of strategical railways. Extra personnel was provided involving a total increase of 2,841 officers and men of all ranks.

The Military Police Force, referred to earlier in the report, had its headquarters at Sitapur where the site and buildings of the newly-created depot were acquired from the Defence Department at a cost of Rs.2½ lakhs. The four companies still under training included a wireless section which was to be

equipped with transmitting and receiving sets, while arrangements were being made for the formation of a tear-gas squad to deal with mob-violence.

The Criminal Investigation Department was strengthened and reorganized, and placed under the immediate supervision of an Assistant Inspector General of Police acting under the orders of the Inspector General.

An urgent reform for opening up channels of promotion to the rank and file of the police force was under consideration. The proposed new system was designed not only to promote the legitimate claims of qualified men already in service but also to encourage suitable candidates to enlist in the lower ranks.

**Anti-Corruption drive.**

Government continued their efforts to root out corruption from the services. The Anti-Corruption Department came under the administrative control of the Inspector General of Police with effect from February, 1940, and new rules of procedure were laid down. Fifty inquiries, including nine pending from 1939, were taken up affecting 71 persons. Two officials were dismissed, 2 were punished otherwise, and 3 were being prosecuted in court. Nine cases were receiving the attention of Heads of Departments or Government, and 16 were being tried departmentally. In 11 instances the complaints received proved to be false. Inquiries into 16 cases affecting 20 persons were pending in the Department at the close of the year.

**Reclamation of criminal tribes.**

A new department was created under the charge of a Reclamation Officer, with effect from April 1, 1940, to deal with all matters relating to the reformation, rehabilitation and settlement of criminal tribes. The *panchayat* system was developed as the latest method to be tried in this Province of reforming criminal tribes. A network of *panchayats* was to be organized for settling ordinary disputes, undertaking uplift work among the tribes and providing work for unemployed members. The Bauriah Colony at Jhinjhana in the Muzaffarnagar district received the special attention of the Department.

A general amnesty was granted to absconding Bauriahs to enable them to take advantage of the opportunities afforded their tribe in settling on land.

Work relating to the uplift of depressed classes was also entrusted to the Reclamation Department during the year.

## COURTS

Overcrowding of undertrials in jails.

Primarily due to a marked increase in crime in 1939 the number of undertrials in magisterial and sessions courts in October of that year stood at 7,975. By December, 1939, the number had dropped to 6,649. The continued accumulation of cases was later checked by the issue of special instructions in June, 1940, for the prompt disposal of criminal proceedings. Fourteen deputy collectors were temporarily re-employed to relieve congestion in criminal courts, while five Additional Commissioners were appointed to relieve Commissioners of some of their appellate work. By the end of the year the number of undertrials had been reduced to 5,540.

Civil courts.

Work in subordinate civil courts continued to decrease as a result of the decline in civil litigation. A Special Officer was accordingly appointed to examine the work of the courts and to recommend possible retrenchments in the establishment. Courts of honorary munsifs were abolished where there was no justification for their continuance. In view, however, of the heavy arrears of work in stipendiary revenue courts, due to apprehensions about the provisions of the new Tenancy Act, courts of honorary assistant collectors, which had ceased to function from January 1, 1938, were re-established with effect from October 1, 1940.

Matters of juridical importance.

The proposal for the separation of the judicial and executive functions of magistrates, which had been under consideration since 1938, was not proceeded with. The recommendations of the Kumaun Laws Committee, which had reported towards the end of 1939, were examined in so far as they related to the question of bringing the administration of the Kumaun Division into line with the rest of the Province;

but the further question of special legislation for the Kumaun Division was postponed to a time more favourable to its deliberation.

In agreement with the views of the High and Chief Courts Government decided not to take any action on the report of the Jurors and Assessors Committee for the extension of the system of trial by jury.

## PRISONS

**Jail population.**

The improvement, in the crime situation was reflected in the jail return, the daily average jail population for 1940 being 30,966 against 32,895 in the previous year. Arrests made as a result of the *satyagraha* movement had no appreciable effect on the jail population which stood at 31,815 on December 31, 1940.

**Handcuffs and fetters.**

In regard to the use of handcuffs and fetters, orders were issued in December as a result of which *satyagrahis*, convicted under the Defence of India Rules, were not ordinarily handcuffed while in transit from one jail to another or from jail to court. Instructions had already issued in September that no member of the Provincial Legislature, similarly convicted, should be fettered; these instructions were extended on January 8, 1941, to all prisoners with the exception of those who had been convicted of offences such as resistance to arrest, murder, robbery or dacoity.

**Probation system.**

Steady progress was made during the year with an experiment in penal reform which aims at making honest and useful citizens of first offenders under the age of 24 years. Instead of being sent to prison, certain adolescent offenders are placed, in accordance with the provisions of the United Provinces First Offenders' Probation Act, 1938, which have been extended to seven districts of the Province, viz. Allahabad, Lucknow, Cawnpore, Benares, Bareilly, Agra and Meerut, under the supervision of trained probation officers whose business it is to rescue them from a life of crime and to set them on the right road.

Juvenile Jail, Bareilly.

Correctional and rehabilitation work was also successfully carried out at the Juvenile Jail, Bareilly, under a scheme for the apprenticing of youthful offenders, while still serving their term, to factories and other concerns. No surveillance is imposed, either by the jail or the employer, on those selected for the purpose and no attempt has so far been made to escape. An interesting experiment consists in granting home leave, to deserving inmates of the juvenile jail, during which there is no restraint and no supervision. Twenty boys have so far been admitted to this privilege and all returned punctually to jail.

Jails Depot.

The United Provinces Jails Depot at Lucknow took a hand in the continued improvement of jail industries and had an annual turnover of Rs.25,768. A good deal of equipment was supplied by the jails for the use of the defence services.

Jail Training School.

A Jail Training School, the first institution of its kind in India, was opened at Lucknow in August, 1940; 20 deputy jailers and 40 warders were admitted to the first session.

## LEGISLATURE

Meetings.

As the constitution remained suspended by the continuance in force of the Proclamation, dated November 3, 1939, issued by the Governor under section 93 of the Government of India Act, 1935, there were no meetings of the United Provinces Legislature during 1940.

Elections.

In accordance with the provisions of paragraph 18 of the Fifth Schedule of the Government of India Act, one-third of the elected members of the United Provinces Legislative Council retired at the end of February and fresh elections had to be held to fill the 17 seats rendered vacant by the retiring members. As a result of these elections, while 9 sitting members were duly returned to the Council, 8 new members came in. Two vacancies also arose among the nominated members of the Council, but the Governor decided not to make fresh nominations. Similarly, casual vacancies in the Legislative Assembly were left unfilled.

Acts.

Two Acts passed by the Legislature before the suspension of the constitution, viz. the United Provinces Stayed Arrears of Rent (Remissions) Act, 1939, and the United Provinces Power Alcohol Act, 1940, received the assent of the Governor in 1940. Thirteen Acts were prepared and promulgated by the Governor in exercise of the powers assumed by him under the Proclamation of November 3, 1939. These were—

(1) The United Provinces Tenancy (Amendment) Act, 1940.

(2) The United Provinces Encumbered Estates (Amendment) Act, 1940.

(3) The United Provinces District Boards (Amendment) Act, 1940.

(4) The United Provinces Municipalities (Amendment) Act, 1940.

(5) The United Provinces Legislature (Suspension of Salaries and Emoluments) Act, 1940.

*(6) The Temporary Postponement of Execution of Decrees (Amendment) Act, 1940.

(7) The United Provinces Legislative Members' Removal of Disqualification Act, 1940.

*(8) The Code of Criminal Procedure (United Provinces Amendment) Act, 1940.

(9) The United Provinces Power Alcohol (Amendment) Act, 1940.

(10) The United Provinces Sugar Factories Control (Amendment) Act, 1940.

*(11) The United Provinces Special Powers (Amendment) Act, 1940.

*(12) The United Provinces Debt Redemption Act, 1940.

*(13) The United Provinces Regulation of Agricultural Credit Act, 1940.

Of these Acts, the ones indicated by an asterisk were reserved for the consideration of the Governor General under section 75 of the Government of India Act and received his assent under section 76.

A Regulation to protect tenants from ejectment in the partially excluded area of Jaunsar-Bawar Pargana was also made by the Governor under the provisions of section 92(2) of the Government of India Act, 1935.

Apart from the measures to which reference has already been made in these pages, the United Provinces Legislature (Suspension of Salaries and Emoluments) Act stopped the payment from July 1, 1940, of salaries and allowances to officers and members of the Legislature for such time as the constitution remained suspended. The United Provinces Legislative Members' Removal of Disqualifications Act made it possible for a member of the Legislature to accept service in His Majesty's Naval, Military or Air Forces in India. The Code of Criminal Procedure (United Provinces Amendment) Act restored the validity of the proviso contained in section 27 of the Indian Evidence Act, 1872, which was held to have been repealed in effect by the Code of Criminal Procedure, 1898, as subsequently amended. Finally, the United Provinces Special Powers (Amendment) Act kept alive a measure which provided against, and gave Government necessary powers to deal with, instigation to the illegal refusal of payment of certain liabilities, particularly rent of agricultural land.

**Trend of legislation.**

The general trend of legislation was what may be described as emergent or non-controversial. In the peculiar circumstances created by the war, no legislation was undertaken where it was felt that it could with advantage be left over to the deliberations of a popular legislature.

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# REPORT

ON THE

# ADMINISTRATION

OF THE

# UNITED PROVINCES

# 1941

LUCKNOW:

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1942

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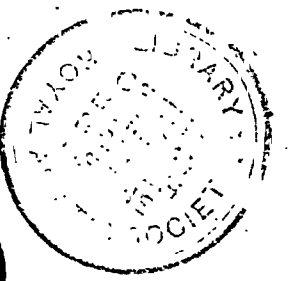

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## TABLE OF CONTENTS


| | Subject | Page |
|---|---|---|
| 1. | Reactions to the War .. .. .. .. | 1 |
| 2. | Provincial War effort .. .. .. .. | 2 |
| 3. | Political Survey .. .. .. .. | 10 |
| 4. | *Satyagraha* movement .. .. .. .. | 12 |
| 5. | Communal situation .. .. .. .. | 13 |
| 6. | Press and Public Opinion .. .. .. .. | 15 |
| 7. | Revenue Department .. .. .. .. | 16 |
| 8. | Agriculture Department .. .. .. .. | 18 |
| 9. | Civil Veterinary Department .. .. .. .. | 20 |
| 10. | Rural Development Department .. .. .. | 21 |
| 11. | Co-operative Department .. .. .. .. | 23 |
| 12. | Industries Department .. .. .. .. | 26 |
| 13. | Finance Department .. .. .. .. | 29 |
| 14. | Price Control and Petrol Rationing Department .. .. | 31 |
| 15. | Forest Department .. .. .. .. | 32 |
| 16. | Public Works Department, Buildings and Roads .. .. | 33 |
| 17. | Excise Department .. .. .. .. | 34 |
| 18. | Education Department .. .. .. .. | 34 |
| 19. | Local Self-Government Department .. .. .. | 37 |
| 20. | Public Health Department .. .. .. .. | 39 |
| 21. | Medical Department .. .. .. .. | 40 |
| 22. | Home Department (Police) .. .. .. .. | 41 |
| 23. | Home Department (Jails) .. .. .. .. | 42 |
| 24. | Secretariat Administration Department (Establishment) .. | 43 |
| 25. | Appointment Department .. .. .. .. | 45 |
| 26. | Legislative Department .. .. .. .. | 45 |

# REPORT

*ON THE*

# Administration of the United Provinces, 1941

## Reactions to the war

THE year opened with the campaign in Libya going well and the Greeks steadily overcoming resistance in Albania. The war seemed remote from India; there was general, if unexpressed, confidence among the educated classes that the Axis would be defeated, and little recognition of the possibility of unfavourable developments. Although the later reverses in Libya and the disasters of Greece and Crete were to some extent offset by the success of the campaigns in Eritrea, Somaliland, Abyssinia and Syria there was a gradual realization of the nearer approach of the war to India and a consequent deterioration in confidence. Interest in enemy broadcasts increased with enemy successes and added to their disturbing effect, and the more timid began to reveal a defeatist attitude. The rebellion in Iraq had comparatively little effect on Muslim opinion which hardened against Rashid Ali, when it was realized that his revolt was doomed. Later the occupation of Iran was also accepted with little protest. The German attack on Russia in June raised new hopes for a time, but with the rapid advance of the German armies up to the very gates of Leningrad and Moscow and the capture of Rostov confidence again weakened but was not badly shaken until Japan entered into the war and won striking initial successes in the Pacific, Malaya and Burma. By the close of the year the educated classes were thoroughly alarmed by the threat to India, while the arrival of refugees in the eastern districts of the province had begun to cause uneasiness among the rural population which had previously been more or less indifferent to the war.

# PROVINCIAL WAR EFFORT—1941

## Provincial War Committee

The Provincial War Committee continued to give useful advice and assistance to Government in the war effort of the province. It met thrice in the year (in January, July and November) under the presidentship of His Excellency the Governor. At its first meeting the Committee allotted Rs.6 lakhs towards the purchase of Spitfires and an equal amount towards the purchase of a trawler for the defence of India. At the second meeting the Committee remitted another sum of Rs.6 to 7 lakhs to the Ministry of Aircraft Production for the purchase of 10 fighter aircraft and also provided funds for the purchase of 10 armoured carriers for the defence of India. At the third meeting the Committee sent to the Ministry of Aircraft Production another Rs.5,20,000 to complete the sum needed for a full squadron of Blenheim bombers.

## District War Committees

The District War Committees, mainly composed of non-officials, took their due share in organizing and promoting war effort in districts; and their relations with the district authorities, united as they were in the common resolve to win the war, were throughout marked by the closest co-operation and goodwill.

## United Provinces War Fund

The United Provinces War Fund continued to progress steadily and Rs.37,65,133-5-5 were collected during the year, bringing the progressive total to Rs.73,50,617-0-3.

## Silver Trinket Fund

Lady Hallett's appeal for contributions to the Silver Trinket Fund received a generous response from the ladies of the province and brought in a lot of silver, jewellery and oddments valued at Rs.52,890-1.

## Red Cross, St. John's Ambulance Association, etc.

Collections for the Indian Red Cross Society and St. John's Ambulance Association during the year amounted to Rs.92,231-12-3, for King George's Fund for Sailors to Rs.1,063-3 and for the St. Dunstan's Fund to Rs.867-11.

## War Loans

An intensive campaign for investment in war loans was launched in the districts on a special public appeal by His Excellency the Governor. In February the progress of the loans had been somewhat slow but in March and April, as a result of this concentrated drive, investment was more rapid and by the end of May the province occupied the fifth place in India. In the sale of Defence Loan Certificates the results were even more encouraging, as the provincial position by the end of May 1941 was second only to Bombay and Bengal. The total figure for investments in war loans during the year 1941 was Rs.2,75,30,409, bringing the progressive total to Rs.3,89,68,000.

## War Week

A special event connected with the war effort of the province during the year 1941 was the observance of a War Week from March 20 to 27. During this week a widespread campaign was organized to promote War Funds and War Loans and to intensify War publicity. The Information Department distributed 45,000 pictures of various kinds relating to the War, 70,000 Urdu and Hindi leaflets explaining the terms of Defence Loans, 30,000 leaflets dealing with the war aims of the Allies, 70,000 copies of a review of the War in Urdu and Hindi, and an equal number of the Hindustani version of President Roosevelt's speech. Several non-official papers brought out Special War Numbers; All-India Radio, Lucknow, put across a Special War Week programme; lantern slides dealing with war subjects were distributed for display in 25 districts; War exhibitions, Civic Guard parades and A. R. P. demonstrations

were held in every district and a large number of Governor's Sanads were distributed in recognition of the distinguished war services of non-officials.

### Ladies Work Parties

There were 74 Work Parties in the province during the year under review. They produced 393,255 articles, a total which was largely in excess of the contributions of other major provinces. The Ladies War Work Committee collected over Rs.1,60,000 for the purchase and despatch of Christmas Boxes for British and Indian troops overseas. Gifts received during the year included 41,128 packets of cigarettes and *biris*, 1,410 lb. of tea and 28,854 miscellaneous gifts of blankets, games, gramophones, etc. Military hospitals in the province were provided with 7,900 articles and also with thermos-flasks and water-bottles, wireless sets, etc.

### Civil Recruitment

Every possible assistance was given to Military authorities in securing candidates for the Army. The Central Recruiting Office, referred to in the last year's report, continued to do the preliminary selection of candidates for Emergency Commissions in the Land Forces. With the further decentralization of the scheme for recruitment of candidates to the officer class, the Central Recruiting Office with its five Divisional Committees had to assume responsibility for the preliminary selection of candidates for all the three branches of the armed forces, viz., the Navy, the Land Forces and the Air Force. Special attention was paid to the Universities, and the Presidents of the five Divisional Committees were authorized to visit educational institutions in their areas and to select candidates direct for final selection by the Central Interview Board.

### Technical Recruitment

A scheme was introduced in 1940 for the preliminary training of technical recruits and a total grant of Rs.32,000 was made from the United Provinces War Fund for provision

of stipends to these apprentices. About the middle of the year 1941 the Central Government came forward with a scheme of their own, paying the Provincial Government the compliment of adopting their scheme. The two schemes were then merged, the training centres under the Provincial Government's scheme becoming feeders to the Central Government Training Institutes. By the end of November 1941 there were 21 Central Government institutions with a total capacity of 1,762 candidates and 1,049 candidates in training. The total number of Preparatory Training Centres at the end of the same period was 46 with a total capacity of 518 candidates and 287 under actual training.

## Training of Pilots

In collaboration with the Flying Club, Cawnpore, the Provincial Government introduced a scheme for granting stipends to young men for their training as pilots and ground staff.

## Soldiers' Boards

Districts Soldiers' Boards continued to receive the sympathetic attention of the Government. A sum of Rs.5,000 was allotted from the United Provinces War Fund for encouraging and fostering these Boards. Where they could not be set up, a special responsibility was laid on the District War Committees for the welfare of the families of serving soldiers. Special facilities were provided to ex-soldiers for vocational training in practical agriculture at the Government Agricultural Schools at Bulandshahr and Gorakhpur. Instructions were issued that during the period of the War families of British and Indian soldiers on active service should receive free medical treatment at Government-aided hospitals and dispensaries, including those maintained by District and Municipal Boards. Two travelling dispensaries, one at Lucknow and the other at Meerut, were started from funds allotted from the United Provinces War Fund to provide medical facilities to the families of ex-soldiers and serving

soldiers in the villages. Reports received from the Civil Surgeons under whom they are working go to show that they have proved extremely useful and popular.

## Publicity

The Information Department concentrated as usual on its primary task of educating the public on the War by presenting war information in an objective manner through the Press. A daily bulletin on war news, collected from original sources to which the Vernacular Press has no access, was regularly issued to Urdu and Hindi papers. Background articles were also prepared and issued to impart a proper appreciation of difficult war problems. Another successful activity of the Department in this direction was the bringing out of two War Weeklies, one in Urdu and the other in Hindi, for free distribution to the public. These Weeklies have established their reputation as reliable journals of war information, and the demand for them has been steadily increasing.

## Radio

The United Provinces Government had developed a scheme, in collaboration with the All-India Radio Station, Lucknow, of village broadcasting by installing 60 radio sets covering about 300 villages near Lucknow. In the year under review the Information Department worked out a plan by which war news was regularly included in these daily broadcasts to villagers ; brief and easily comprehensible talks in the *Oudhi* dialect bearing on war subjects also became a popular feature of this programme. Mofussil districts made their own local arrangements by putting up radio sets connected with loud-speakers at important recreation centres like public parks to enable the people to listen in to war news. A number of districts went further and installed microphone stations to put across their own programmes of news, talks and "features". The Radio thus became a most popular medium of war publicity in the districts.

## Publicity Vans

A number of publicity vans toured the districts from time to time and helped in the dissemination of correct war news.

## His Excellency's tours

His Excellency's visits to districts and his numerous speeches delivered in the course of these tours did much to maintain public morale and to keep up public enthusiasm in the war effort of the province.

## Civil Defence

By the end of 1940, a number of districts had made progress with local civil defence schemes and 4,522 Civic Guards had been enlisted, organized into an Order division with the special function of preventing panic during and after air raids and an A. R. P. division concerned with Air Raid Precautions proper. In the beginning of 1941 an allotment of Rs.94,300 was made in respect of this A. R. P. division for the purchase of A. R. P. equipment for fire-fighting squads, First Aid Parties and Rescue Parties and information of a technical nature on A. R. P. was collected and circulated in the first three or four of a series of handbooks which continued to be published till the end of the year, covering every branch of A. R. P. In March, posts were created for six special A. R. P. officers, later known as Civil Defence Staff officers to act as Commissioners' Staff officers for A. R. P. and other Civil Defence work in six major areas of the province, the Agra and Jhansi divisions, the Rohilkhand and Kumaun divisions, the Allahabad and Benares divisions and the Gorakhpur and Fyzabad divisions being combined for this purpose. A separate A. R. P. officer was also appointed to Cawnpore, in view of its special importance. All these officers were eventually sent for training to Calcutta and their numbers were steadily increased until by the end of the year, every Commissioner was assisted by a Civil Defence Staff officer and full-time A. R. P.

Staff officers had also been appointed to the 11 major towns of the Province.

In May, Mr. Marsh-Smith was appointed Inspector General of Civic Guards and A. R. P. Services and in July the A. R. P. Services were separated from the Civic Guard and organized with separate rules and recruitment into the Wardens Service, the Fire Preventive Service, the Medical Service, the Engineering Service and the Messenger and Communications Service. The Women's A. R. P. service was also created. At the same time a Provincial A. R. P. Committee was formed consisting of representatives of the Civil Defence Department and heads of those departments whose work touched on civil defence together with railway and military representatives. An Under Secretary was at the same time appointed to assist the Chief Secretary and to act as Secretary of technical sub-committees of the Provincial A. R. P. Committee, five of which were formed to deal respectively with the Warning System and Lighting Restrictions, Medical A. R. P., Fire-Fighting, Structural A. R. P. (The Engineering Sub-Committee) and Industrial A. R. P., the last sub-committee sitting, for obvious reasons, at Cawnpore. By the end of the year a medical A. R. P. scheme had been worked out involving the expansion of existing hospitals to provide for 20,000 air raid casualties; the Engineering Sub-Committee had published its technical conclusions with designs for shelters and for structural protection in Handbook no. 8 and worked out the organization of rescue parties under the supervision of the Chief Engineer, Public Works Department; the Industrial Sub-Committee had made recommendations for the structural protection of factories, which Government began to put into effect first in Cawnpore and later in the 18 major towns of the province, and the Lighting Restrictions Sub-Committee had made recommendations regarding the methods to be adopted in the event of the introduction of obscuration. The Superintending Engineer, Public Health Department, Mr. Tunnicliffe,

Chairman of the Fire-Fighting Sub-Committee was as the result of its deliberations appointed to supervise the operation of the United Provinces Water Works and Fire Brigade Act, to bring local fire-fighting arrangements into a state of efficiency and by December was taking action to improve water supplies and instal static tanks for fire-brigade use. The Deputy Secretary Mr. Browne, who took over the whole of the equipment side of A. R. P. from November, had previously arranged for the manufacture and supply of small manual pumps and hose and for stirrup pumps in large numbers. This equipment was beginning to come in very satisfactorily by the end of the year and with its delivery to districts, fire brigades and mohalla fire parties constituting the Fire-Preventive Service were being increasingly organized and trained with the help of instructors trained in this and other branches of A. R. P. in the Government A. R. P. Schools started in Lucknow and Allahabad in November.

This training work was necessary on a big scale as the result of the classification of all towns in the province in a priority scale for A. R. P. purposes and the working out of a detailed scheme and cadre of services for the province as a whole in accordance with which it was estimated that 26,450 recruits were needed. By the end of July the A. R. P. services were 7,380 strong, much in excess of their parent body, the Civic Guard, the total demand for which was put at 10,812. In view, therefore, of the increasing prominence of the Civil Defence Services in public life a Public Relations Committee of non-officials prominent in their districts was formed in August and by December it was possible to report to this committee that 44,184 members of the A. R. P. services out of a demand which had now risen to 97,935 and 5,321 Civic Guard out of a demanded number of 9,294 had been recruited.

By this time Japan had entered the war and an intensification of Civil Defence Services in the East of the Province was begun. The preparation of public shelters, the structural protection of factories, electric power houses, for the finance

of which a special bill had been drafted, and water works and of key points such as control rooms throughout the province, and the purchase of lorries for ambulance and rescue party work was in full progress. Both the A. R. P. services and Civic Guard had also been called up on pay for intensive training. Two thousand seven hundred and thirty-eight stirrup pumps had been distributed and another 8,680 were about to be distributed. Thirty-five manual pumps were also ready and another 250 were on order. Hose and other accessory equipment for fire-brigades was ready. The only serious deficiency in fire-fighting equipment was in trailer pumps which were expected from America.

By the end of the year, therefore, the framework of the Civil Defence Services was in existence and to deal with the increased work thrown on the district administrations an increase in staff by the appointment of special Civil Defence Magistrates was in prospect. In the Civil Defence Department which up till December had formed a section of the Confidential Department, a reorganization had taken place, a Financial Adviser had been added to deal with the increasing financial commitments—at that time estimated to be about 60 lakhs for the ensuing financial year—and the department had been constituted separately. Mr. Marsh-Smith being made Additional Secretary and Director of Civil Defence, at the beginning of December. Questions arising out of the problem of evacuation and the possible extension of the war into India were being increasingly taken up as a result of the fall of Singapore and fortunately by this time the major work of drawing up the organization of the Defence services and setting in train the provision of A. R. P. shelters and protection work was completed.

## Political Survey

Throughout the greater part of the year Congress activities were concentrated on the *satyagraha* movement. With most of the leaders in jail there was little scope for other activities and with the gradual decline of the movement and the

general recognition of its futility, there was a very definite, if temporary, decrease in Congress influence. Efforts to arouse enthusiasm by special celebrations such as Independence Day, National Week, Political Prisoners Day and Deoli Day met with very partial success. The anti-war policy of the Congress was not popular even with all Hindus and a number of influential Hindu politicians, businessmen and ex-officials met together with the object of securing for Indians a larger measure of control of Government policy on the basis of co-operation in war effort. The Hindu Mahasabha also came into the field as the protectors of Hindu interests and opponents of Pakistan, with support of the war effort as a subsidiary object. At Poona in August the Congress High Command abandoned their policy of non-violence so far as external aggression was concerned and Mr. Gandhi avowedly gave up control of Congress policy. This was soon followed by the Prime Minister's statement that the Atlantic Charter did not apply to India. Later came the release of political prisoners, including the President of the Congress and Pandit Jawahar Lal Nehru. These factors combined with the persistent efforts of the Muslim League to form a Muslim front in support of Pakistan had done much by the end of the year to reunite Hindus and to give the Congress an opportunity of re-establishing its position and influence.

The activities of the Muslim League were mainly directed to gaining support for Pakistan. While the League officially stood aloof from war effort, its members took full advantage of the permission given to them to assist in all war activities. The Jamiat-ul-Ulema and Ahrars, while inclined in the early part of the year to align themselves with the Congress, in the later months began to show a tendency to favour a more communal policy. The Khaksars showed little activity and gave no trouble. The declaration that they were an unlawful association had no reactions in this province and no arrests were made.

Mr. M. N. Roy's Radical Democratic People's Party was the one political party to give whole-hearted support to war activities. Possibly because of this, possibly for other reasons, it achieved little success in its efforts to extend its influence. The entry of Russia into the war placed the Communists in an embarrassing position in their attitude to the war and ultimately led to the declarations that the war was a people's war, and to the abandonment of their opposition to war effort.

## Satyagraha movement

The opening phase of the *satyagraha* movement came to a close and the second phase began in the first week of the year. There were to have been four phases in all. The first was restricted to the more important members of the Congress, such as ex-Ministers and members of the Provincial Congress Committee. Each successive phase was to be less select than its predecessor. In the second phase each district was expected to provide one *satyagrahi* per day (excluding Sunday), including members of district and town committees, in the third phase 3 or 4 *satyagrahis* per day. These two phases were to cover the period between January 6 and April 5, but in fact the third phase extended beyond the latter date and the fourth phase was never reached. All *satyagrahis* were in theory selected by Mr. Gandhi and were supposed to possess certain qualifications. Although less than half of the approved candidates actually offered *satyagraha* the numbers coming forward rose fairly steadily from about 200 per week in January to the maximum of about 2,000 in the week ending April 5. As numbers increased quality decreased and a very considerable number were persons who did not possess the required qualifications and who were entirely ignorant of the objects of the movement. They included persons who had no means of livelihood, criminals and other persons who were probably hired. The movement was essentially a Hindu movement. Very few Muslims took part in it. It was never really popular

and even many Congress sympathizers regarded it as completely futile. From the middle of April a steady decline in numbers set in and by June, Government were able to report that as an administrative problem the movement hardly existed. Attempts at revival were made in August and September but with only local and temporary success. The decline was assisted by the detention of those who had remained in the background as organizers, by the policy of ignoring the less important *satyagrahis*, by the imposition of substantial fines and by the tightening up of jail discipline. The general release of *satyagrahis* was decided on in November and by the end of the year all but a few had been set at liberty. The movement had remarkably little effect on law and order or on the war effort. But it provided a difficult problem for the Jail department. For many weeks jails were seriously over-crowded and two camp jails at Lucknow and Chunar were opened to relieve the pressure.

## Communal situation

There was no relaxation in communal tension. Throughout the whole year Hindu-Muslim relations remained strained, worse in some districts than in others but nowhere satisfactory. The census gave rise to a certain amount of activity on the part of both Hindus and Muslims, each community being anxious to secure the correct record of the religion and languages of its members. The Sikh conversion campaign complicated the situation, particularly in the western districts. In spite of the acute tension there were no really serious outbreaks of disorder.

*Baqrid* passed off quietly except for riots in the Gorakhpur and Saharanpur districts. At Barhalganj in Gorakhpur a serious situation was averted by police firing which resulted in one man being killed and six wounded. In a village in Saharanpur two Muslims were killed by the Hindu mob and order was only restored by the arrival of a small military force from Roorkee. *Muharram* also passed off

peacefully except for a minor riot at Lakhimpur-Kheri. This was the first time for several years in which there was no riot at *Muharram* in the Hardoi district. At *Holi* there were minor riots in Gorakhpur and Saharanpur and minor disturbances elsewhere. In Gorakhpur, where feelings had been embittered by the riot at Barhalganj, brickbats were thrown at a large *Holi* procession consisting of between 30,000 and 40,000 people. The position was quickly restored and only two people were injured. In Saharanpur a brawl between drunken Hindus and some Muslims resulted in injuries to seven Muslims. *Chehlum* was entirely peaceful but *Barawafat* was again the cause of trouble between Shias and Sunnis in Lucknow. The Deputy Commissioner averted a serious situation by banning both Sunni and Shia processions. A large number of Sunnis collected at the *Idgah* on April 10, of whom about 600 were arrested. A few days later another 800 had to be arrested and from then on gradually decreasing numbers of Sunnis offered themselves for arrest at regular intervals until the first week of July when the agitation was suspended. Attempts to reach a settlement between the Shias and the Sunnis proved abortive. *Ramlila* was celebrated peacefully with the exception of minor disturbances in Bulandshahr and Hardoi.

A number of riots had no connexion with the celebration of important festivals. In April there was trouble between Hindus and Muslims at Ujhani in Budaun, and Tilhar in Shahjahanpur, and a riot was narrowly averted in Benares when brickbats were thrown from a Hindu shrine on a Muslim procession. In the same month anti-Pakistan demonstrations by the Hindu Mahasabha gave rise to a serious situation in Cawnpore. The police were forced to fire but with the prompt arrival of four companies of military police from other towns order was quickly restored. In the latter part of the year there was a minor riot in Bulandshahr, in which Hindu villagers made an apparently unprovoked attack on Muslims, and also one in Moradabad.

## Press and Public Opinion

*Provincial Press Advisory Committee.*—The year 1941 opened with the removal of restrictions under rule 41(1)(*b*) of the Defence of India Act, 1939 which the Government of India had imposed on the press shortly before, and the institution of a non-official Press Advisory Committee in the United Provinces. The Committee in this Province was composed of six journalist members representing various sections of the press and was set up to control and guide the press along healthy channels and to advise Government generally on the need for action against recalcitrant or erring journals. It was hoped that the Committee would prove an effective link between Government and the press and would help to maintain good relations between the two parties. These hopes were not fulfilled. The immediate result of the composition of the Committee was to stiffen the attitude of the Press, as it expected the Committee to fight its battles with the Government, paper merchants and advertisers.

The Provincial Government and the Press had fundamentally different conceptions of the functions of the Committee, but Government tried, in so far as it could, to create a healthy convention and accepted the Committee's advice, though not bound to do so, in every case which came before them. The Provincial Government even went to the extent of issuing orders to district authorities restraining them, except in emergent cases, from taking any legal action against the press without prior reference to Government, and in turn to the Provincial Press Advisory Committee.

*Congress Papers.*—Due to the special conditions created by the war and the increasing demand for war news, the provincial press, especially the vernacular press, steadily gained in importance, influence and circulation. The Congress organs, and those that may be described as pro-Congress, uniformally and consistently criticized the Government for alleged deeds of commission and omission. In politics, they faithfully followed

Congress, and in regard to the war expressed themselves as anti-German, anti-British, anti-Vichy, anti-de-Gaulle, anti-Roosevelt and anti-Japan, and though professing complete lack of interest in the war effort, consistently criticized the Government for not taking sufficient measures for the defence of India and demanded a more vigorous and effective policy. The rest of the press, though critical of Government in the political sphere, often on mutually contradictory grounds, gave full support to the war effort. In domestic politics, a large majority of the English and Hindi non-Congress papers was strongly pro-Hindu, anti-Muslim and anti-Pakistan, and conversely, a very large section of the Urdu press faithfully followed the Muslim League. In general, the provincial press conducted itself with restraint, though sensational and irresponsible headlines frequently appeared in all but the leading papers while rumours were sometimes reproduced as news.

## REVENUE DEPARTMENT

### Agricultural conditions

*Monsoon.*—The monsoon of 1941 appeared early. Rain in the first half of June was considerable, but the third week was dry and the fourth had scanty and ill distributed rain. July was practically dry. Rains in August were generally adequate, and rainfall continued till the third week of September. Except for light showers in some districts in the first three weeks of October and the second week of December, the last quarter of the year was rainless.

*Crops.*—Except for damage caused by hail and fire in some districts, the *rabi* crops of 1348 *fasli* were excellent. The *kharif* crops of 1349 *fasli* were considerably affected by drought. The area was 3·8 per cent. less than in the preceding year, and in some areas, particularly in the Agra Division, the yield was very poor. Locusts visited some villages in all the districts of the Meerut Division, and in some districts of the Agra and Rohilkhand Divisions. No egg-laying was reported from any place, but some damage to crops occurred

in a few villages in the Aligarh, Etah, Bulandshahr and Muzaffarnagar districts.

Remission in revenue amounting to Rs.66,777 was granted in *rabi* 1348 *fasli* and in *kharif* 1349 *fasli* the amount of relief is likely to be 23 to 24 lakhs. *Taqavi* amounting to Rs.6,99,472 was distributed during the year, and Rs.11,929 was spent on gratuitous relief.

*Prices.*—Prices of food grains fell during the first quarter of the year but thereafter rose steadily till June and sharply in September. The year closed with prices at a considerably higher level than at the beginning of the year.

*Agrarian problems.*—There were no agrarian troubles during the year and the relations between landlords and tenants remained fairly good. The United Provinces Tenancy Act has enhanced the value of tenancy land and the tenant has begun to appreciate this. Government have called for a special report on the working of the new Tenancy Act from District Officers through the Board of Revenue.

*Legislation.*—It is too early to comment on the working of the new Debt Acts viz. the United Provinces Debt Redemption Act, 1940 and the United Provinces Regulation of Agricultural Credit Act, 1940, which came into force from January 1941. The Collector in charge, Jhansi reports that the legislation has helped the countryside a good deal, has caused a certain amount of wholesome economies (over ceremonies, etc.) and that rural credit is beginning to revive and the honest reliable cultivator has found little difficulty in meeting his real needs. The Commissioners of Meerut and Benares on the other hand think that there has been some shrinkage of rural credit and that the burden of financing the agriculturists has fallen on the co-operative credit societies.

With the passing of the new Debt Acts liquidation proceedings under the United Provinces Encumbered Estates Act have been started in all cases. In order to help the district staff in drawing up the liquidation schemes promptly

and correctly Government appointed two special officers to tour the districts and give instructions on the spot. The progress of their work has been satisfactory.

*Consolidation of holdings.*—The work of consolidation of holdings under the United Provinces Consolidation of Holdings Act, 1938, was continued in the districts of Ballia, Bijnor, Basti, Saharanpur, Bahraich and Sitapur. The Commissioner of Rohilkhand reports that the scheme appears to be growing popular and that considering the initial difficulties, the progress made so far is quite good.

## AGRICULTURE DEPARTMENT

### Research and Propaganda

The Imperial Council of Agricultural Research and the Indian Central Cotton Committee continued to finance research schemes for the improvement of crops and agricultural practices. The department also employs a special staff to intensify cultivation by the introduction of improved practices and maintains farms which continue to serve as experimental and demonstrational centres. A special scheme for the growing and curing of Virginia tobacco was run at the Bharari Farm and at Chirgaon. Propaganda was carried on in numerous exhibitions and fairs.

### Development

The departmental seed stores distributed—

1,034,974 maunds of improved seeds,

46,404 implements,

23,164 maunds cakes and fertilizers,

and maintained the purity of the seed by keeping the crops under improved seed under observation.

Special attention was paid to the development of canal and tube-well irrigated areas. The Agricultural Engineering Section also undertook the improvement of well irrigation and installed 38 tube-wells of 5″ and over and 277 of 33/8″.

Over a thousand bulls were issued on a contributory basis for the improvement of cattle stock. There are now about 6,000 stud bulls scattered over the province. The Fruit Development Board completed its seventh year and under the Hill Fruit Scheme 1,500 apple grafts were planted in the hills.

### Other activities

The department maintained a Marketing Section to survey important crops and develop grading stations. This section gave the necessary assistance in collecting market reports for price control. The Statistical Section which was opened last year had been engaged in the examination of present methods of crop forecasting and has modified experimental programmes to bring them into line with the latest field technique.

### Cane Development

On account of the low price of sugarcane in the 1940-41 season and insufficiency of rain there was a setback in cane development activities and only 7 lakh maunds of improved seed was distributed as against 32 lakh maunds in the previous year. Special emphasis was, however, laid on improved implements and over a lakh of them were distributed as against nearly half of this in the previous year ; nearly 2 lakh maunds of departmental manure was also distributed. Practical demonstration was also given on cultivators' fields in the use of improved seed, better cultivation, rotation and the use of manure and agricultural machinery. The department maintained 71 seed stores.

### Cane societies

The cane development societies supplied nearly 90 per cent. of the cane crushed by the factories in the Western and Central Ranges, but the percentage in the Eastern Range was not so high. These societies advanced loans of about 18 lakhs of rupees to their members in the shape of improved seed, manure and implements.

### Cane prices

In the 1940-41 season there was a surplus of cane and a quota of supply had to be fixed for each cane grower, particularly in the eastern and central districts. Government distributed about Rs.6,75,000 to those growers whose cane was left undisposed of. In the second half of 1941, however, the crop was not so good and the quotas of the factories were reduced by 1/3rd. The minimum cane price was fixed at 5 annas per maund. This raised an agitation, particularly in the western United Provinces where the cane prices were high and the mills were actually paying between 5 annas 6 pies and 7 annas per maund. Government accordingly announced a scheme of deferred payment to the cane-grower to share in the profits made by the mills if sugar was sold beyond the price fixed by Government.

### Sugar Commission

The Sugar Commission, which had been established in 1940 in order to exercise a far closer control over the industry than hitherto, fixed the production quota of the provinces of the United Provinces and Bihar at 7·2 lakh tons in 1940-41 and the selling price of standard sugar at Rs.9-2 per maund. This quota was distributed among the various factories of the United Provinces and Bihar. The Commission kept itself in close touch with industry and the Chairman frequently attended the meetings of the Indian Sugar Syndicate. The result of control was that the prices remained stable and the take-off by the markets exceeded the most optimistic expectations.

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## CIVIL VETERINARY DEPARTMENT

### Animal husbandry

To implement the cattle breeding policy of the department 47 one-day cattle shows were organized in the districts of Muzaffarnagar, Meerut, Bulandshahr, Aligarh and Partabgarh where cattle breeding operations are under the control

of the department, and Rs.8,660 were distributed in prizes to the progeny of Government bulls, good cows and calves. Seventeen one-day shows were held in the important horse breeding districts at which Rs.3,188 were distributed as prizes. The experimental sheep breeding farm in the Jalaun district was maintained. The goat breeding work in the Etawah district was continued with success and 60 bucks were distributed to other districts of the province. There was a demand for Etawah breed from the Scychelles Government also. The United Provinces Poultry Association, which receives an annual grant of Rs.12,000 towards the recurring cost of its farm, continued its activities. There was an outbreak of Ranikhet disease at the Mission Poultry Farm, Etah, causing 450 casualties.

### Control and investigation of Diseases

The scarification method of G. T. V. vaccination against rinderpest gave encouraging results and was adopted as a routine method by field workers. To reduce the incidence of rinderpest in the province a special tract staff gave prophylactic inoculations on a large scale, particularly along the trade routes.

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## RURAL DEVELOPMENT DEPARTMENT

Prior to the year under review all power had been vested in non-official Chairmen, but as the closer association of district officers with non-official bodies was considered most desirable an important change was made. District officers have now been authorized to make appointments to the district rural staff in consultation with Chairmen and they are in executive charge of rural work in their districts. The reports received thus far show that the new system has worked smoothly and if, owing to a great increase in the work of all district officers on account of the War, they have not been able to devote as much time to rural development work as they would otherwise (have done) their co-operation has undoubtedly been of value.

*Inspection.*—To facilitate inspection and intensify effort, it has been arranged that villages under rural development should be in compact blocks near the headquarters or tahsils, so that revenue officers may be able to inspect them and to give necessary help. The number of Rural Development villages under some of the organizers was reduced in order to bring the work, within reasonable and practicable limits.

*Other activities.*—To bring villages into closer co-operation, tahsilwise meetings of *sarpanches* of Rural Development village *panchayats* were arranged in all districts in order to instruct them in the working and management of their societies. These meetings were largely attended and are reported to have been very successful. Other activities were the improvement of roads, the development of facilities for water supply, better supply of seeds and implements, conservation of manure, the opening of cattle welfare centres, the giving of medical aid to villagers, the running of adult schools, libraries and reading rooms and the like. Special attention was paid to the raising of Rural Development Village Scouts and their training in order to inculcate habits of discipline and organization in the villages and to encourage the performance of manual work for the improvement of their own villages. The Women's Welfare Training Centre at Fyzabad imparts useful training to women from all parts of the Province.

*Appointment and Training of Organizers.*—A number of Rural Development organizers, previously entertained, prove inefficient in the discharge of their duties, and these were replaced in April last by better candidates selected by district officers. The entire rural development field staff of divisional superintendents, inspectors and organizers was given practical training in all aspects of rural development work at selected centres. Twenty auditor-organizers were also appointed and given necessary training. The training of the staff has had a very beneficial effect. A separate training camp for training 50 organizers as scout masters was also held. Six more divisional superintendents

were appointed and now there is a divisional superintendent for each division.

*Publicity.*—Special efforts were made to improve the quality of the departmental journal, the *Hal*, and to make it more useful and popular. The publicity section of the department worked quite successfully during the year. Exhibitions were organized in almost all the districts. The radio section now comprises about 100 villages, and the special rural development radio programme has been made more interesting and educative than before.

## CO-OPERATIVE DEPARTMENT

The policy of steady and cautious expansion of the co-operative movement was continued with the result that the year closed with over 16,000 societies of all types. The majority of these societies, however, still consist of rural credit societies with unlimited liability. About 2,000 multi-purpose societies or village banks were brought on the register either by the conversion of the existing credit societies or organization of new societies.

### Marketing

A promising feature of the movement during the year was the increased emphasis on non-credit aspects. Of fundamental importance among these aspects is the marketing of agricultural produce. About 350,000 maunds of grain of the approximate value of Rs.10,00,000 was handled through 74 marketing unions and *arhat* shops, as against 297,000 maunds of the value of Rs.8,50,000 marketed last year. The result was that a number of marketing unions made profits amounting to Rs.23,000. Some of the Unions suffered heavy losses particularly in districts where the supply of grain to jails was undertaken. The greatest drive, however, continued to be made in respect of societies for the marketing of cane. The quantity of cane sold through these societies was 85 per cent. of the total cane crushed by all the factories in the United Provinces as compared with 79 per cent. in the preceding year.

### Expansion of Ghee Work

The number of societies for the production and sale of *ghee* rose to 750. The majority of these societies were in the districts of Etawah, Mainpuri, Meerut, Bulandshahr and Agra, which were the chief *ghee* producing centres. The demand for the organization of *ghee* societies had been so keen that in spite of the reduction in the Government grant seven more districts were taken in hand. The success of *ghee* societies is unquestionable and the necessity for their organization cannot be too strongly emphasized.

### Milk supply

Another Milk Supply Union was started at Allahabad on the lines of the Lucknow Union with the help of a Government grant of Rs.10,000 for the purchase of necessary equipment and apparatus. About half a dozen societies were organized in the Tharwai area, ten miles from Allahabad, and the milk was transported on cycles and tongas to the distributing centre. The Union handled about 12 maunds of milk per day and supplied butter and *ghee* besides.

### Consolidation of holdings and miscellaneous societies

Consolidation of holdings through co-operative societies continued to grow popular, particularly in the western districts. But for want of staff and funds, the inumber of societies for consolidation of holdings would have grown much beyond 218. Societies for cattle breeding, marketing of fruits and vegetables, production, and sale of eggs made comparatively slow progress owing to certain technical and business difficulties.

### Supply of war materials

A vast field for the expansion of existing co-operative societies was opened by the War, particularly for weavers' stores and societies for cottage industrialists undertaking the manufacture and supply of war materials. Orders of the value of over Rs.13 lakhs were executed by them and the commodities supplied were tent components made of *tat-pattis, niwar,* gauze

cloth, army blankets, cotton socks, drawers, tape, water bottle carriers, camouflage nets, etc. New organizations were also formed in order to cope with the special type of work. This provided work to thousands of cottage workers in the villages and increased their earnings during the latter part of the period.

### Investments and contributions

The co-operative banks and societies continued to respond encouragingly to the appeals of the Department to give such monetary help to Government in war efforts as they could. Their total investments in Defence War Bonds and Savings Certificates and their contributions towards the War Purposes Fund amounted to Rs.4,05,000 and Rs.41,000 respectively. A sum of Rs.5,000 was contributed by the societies in the Gorakhpur circle for the local Bomber Fund and a sum of Rs.700 for the purchase of an ambulance car in the Lucknow charge. A sum of Rs.1,000 was paid to the Honorary Secretary, Women's Work Party.

## IRRIGATION

### Canals

Owing to poor rains channels in most divisions had to be run for abnormally long periods during the late *kharif*, which resulted in extra clearances having to be carried out in order to meet the intense *rabi* demand which followed. Several improvements to existing channels were made on the Upper and Lower Ganges Canals, the Sarda Canal and in Bundelkhand. The total area irrigated by state-owned irrigation works was 3,257,376 acres in *rabi* 1940-41, and 2,186,424 acres in *kharif* 1941, as compared with 3,237,443 and 2,044,203 acres in *rabi* 1939-40 and *kharif* 1940, respectively.

### Sarda Canal extension

The works in connexion with the Sarda Extension project are rapidly approaching completion. One hundred and ninety-two miles of channels on the Purwa Branch Extension were constructed during the year and opened for irrigation during *rabi* 1941-42. The work of remodelling the Hardoi and Purwa branches is almost complete.

### State Tube-wells Scheme

The total number of state tube-wells completed and in operation at the end of the year 1941 was 1,622 and 1,621 respectively. The construction of 12 tube-wells of the 1941-42 programme and approximately 131 miles of service roads was commenced. The survey of a reservoir in the Solani Khadir was also taken in hand. The area irrigated by the tube-wells was 487,809 acres in *rabi* 1940-41 and 196,234 acres in *kharif* 1941 as compared with 433,807 acres in *rabi* 1939-40 and 183,485 acres in *kharif* 1940.

### Hydro-electric Scheme

The construction of a *steam power station* at Moradnagar of 6,000 K. W. capacity was commenced during the year, and improvements to transmission lines on certain sections of the Grid were also carried out. The peak load reached 26,750 K. W. during the year against a total installed generating plant capacity of 27,900 K. W. The demand for electricity from rural consumers continued but, due to the difficulty in obtaining material from abroad as a result of the war, many applications had to be rejected.

## INDUSTRIES DEPARTMENT

### Printing and Stationery

The war was responsible for increased demands for printing for publicity and propaganda and, to complete the work in time assistance was taken from several private presses. The printing of Defence Schemes was also undertaken on behalf of the Central Government. As a result there was an acute paper shortage during the closing months of the year and much difficulty was also experienced in obtaining supplies of other kinds of stationery and raw materials. The bulk of the printing was therefore done on semi-bleached paper, and various measures were adopted to secure economy in printing and paper.

## Government Press

As a result of the recommendations of the Government Presses Inquiry Committee, a revised scale of wages and additional permanent posts were sanctioned by Government which gave over 400 temporary employees security of service and prospects of increased wages. The renewal of the entire electric installation for lights and fans provided better and more comfortable working conditions.

## Trade and Industry

*Prices.*—The year opened with a fall in the general level of prices. Jute, sugar and oil seeds suffered most heavily. But prices began to rise in May and the general index number reached 133 in early July. The rise in prices of agricultural products was most marked and at the end of the year the prices of cotton piece-goods, oil seeds, wheat and jute-manufactures especially had soared very high. Government control of prices produced very little effect. The index number in November stood at 146·5.

*Sugar.*—Because of surplus cane and heavy carry-over of stocks of sugar from the previous year, the mills were allowed to crush to the extent of only two-thirds of their capacity. By arranging for the fullest utilization of existing *kolhus* and by a campaign among cane growers to start crushing earlier, a crisis was averted. The production of *gur* over a longer period than usual not only helped in the disposal of surplus sugarcane but also prevented a glut in the market and a consequent fall in prices.

*War Supplies.*—The Department continued to supply army blankets on a large scale. The supply of other articles, e.g. hair combs, spoons and forks, *newar* tape, ambulance stretchers, locks, scissors and linen nets was also undertaken. Cottage workers were organized at various centres under the direct supervision of the Department. Government purchased dyes worth Rs.1,65,000 and distributed them to handloom

weavers. A new agency of the United Provinces Handicrafts Lucknow, was opened at Delhi.

Arrangements on short notice were made for the supply of clothing and equipment required for the Special Armed Constabulary in the Province.

*Training scheme centres.*—War technicians are being trained in accordance with the Government of India's Technical Training scheme at the following institutions :

(1) Government Technical Institute, Lucknow.
(2) Government Technical Institute, Gorakhpur.
(3) Government Central Wood Working Institute, Bareilly.

*Board of Industries.*—The Board of Industries was reconstituted for a period of 3 years. Two meetings of the Selection Committee to grant financial assistance to educated young men in starting industrial undertakings were held and a total sum of Rs.16,535 was advanced to 39 persons.

*Publicity.*—During the year, more than thirty bulletins on industrial subjects and a commercial directory were published.

## Labour

The prices of food and cloth continued to rise and gave ground for agitation for the grant of a bigger dear food allowance. The Mazdoor Sabha organized this agitation which culminated in a sudden strike in several mills lasting for about a week from July 14, 1941. This illegal strike was condemned by all and Government decided that they could no longer recognize the Mazdoor Sabha as a representative body of workers. The Employers' Association of Northern India in consultation with the Labour Commissioner sanctioned an appreciable increase in the rates of dear food allowances to all the workers in the member mills with effect from July, 1941. The proprietors of oil mills and other miscellaneous factories were subsequently persuaded to grant similar allowances. Most of the mills worked at high pressure on

war orders and public supply. To assist the mills, exemptions were granted under the Factories Act in respect of hours of work. The number of factories registered rose from 730 in 1940 to 873 in 1941. This was purely due to the fact that numerous smaller factories were brought on the register after May, 1940.

The Labour Commissioner continued his work of conciliation in respect of complaints by workers against individual mills about their wages or other conditions of service.

The department started publication of a labour Bulletin from January, 1941. The Bulletin publishes information about labour and welfare work in India and in the United Provinces in particular.

## FINANCE DEPARTMENT

### Provincial Budget

In the budget for 1940-41 revenue receipts were estimated at Rs.13,58,36,000 and revenue expenditure at Rs.13,58,14,000 thus leaving a revenue surplus of Rs.22,000. This small surplus eventually increased to Rs.8,85,000 in the revised estimate, even after allowing for large items of expenditure totalling about Rs.55,00,000 which were not included in the original budget. In spite of all this extra expenditure the year actually closed with a revenue surplus of Rs.33,67,000 of which Rs.1,00,000 was allowed to remain in the provincial accounts and the remainder was transferred as a further contribution to the sinking fund for the 1952 loan. On the receipt side the main heads under which additional receipts were realized were—(1) taxes on income, (2) land revenue, (3) forests, and (4) irrigation. On the expenditure side the biggest variation was an increase of Rs.46 lakhs under "Appropriation for reduction or avoidance of debt" on account of the extra provision made for the sinking fund of the 1952 loan from the revenue surplus.

The budget for 1941-42 provided for anticipated revenue of Rs.14,34,30,000 and expenditure of Rs.14,29,46,000 leaving

a revenue surplus of Rs.4,84,000. No new taxation was imposed during the year. Receipts from land revenue are now showing a steady increase owing to the abolition of slump remissions as a result of the more intensified settlement and revision operations. The war and administrative reasons of an internal nature have necessitated appreciable additional expenditure on police, some of which is recoverable from the Government of India.

The estimate for capital expenditure in 1941-42 amounted to Rs.62 lakhs of which Rs.27 lakhs was for construction of irrigation works, chiefly the extension of the Sarda Canal and construction of tube-wells, Rs.22 lakhs was for hydro-electric works, a major part of which was for a steam station at Muradnagar ; and the remainder was for civil works the most important of which were the construction of the Agra Medical College buildings and a new hospital at Allahabad. It was however subsequently decided to postpone the latter.

It was not found necessary to float either a permanent loan or any treasury bills in the market or take any ways and means advance from the Reserve Bank during 1941-42. On the other hand, a considerable amount was invested from time to time in the Government of India treasury bills and this investment earned interest amounting to Rs.75,000.

## Dearness allowance

With effect from September 1, 1941 the Government introduced a scheme granting low paid government servants a dearness allowance to compensate them for the increased cost of living on account of the rise in price due to the war. Monthly cost of living indices were prepared and watched for Lucknow, Cawnpore, Meerut and Gorakhpur, which were taken as the four most representative centres in the Province. The scheme provided for the grant of an allowance at one anna per rupee of pay to whole-time Government servants, other than usual employees, patwaris and village chaukidars. The pay limit up to which the allowance could be drawn was

fixed at Rs.30 (it subsequently extended to those also drawing pay above Rs.30 but below Rs.32 per mensem, its amount being however limited to that which together with the pay was equal to Rs.31-14), and up to this pay-limit all Government servants whether permanent or temporary and whether their pay was met from the establishment section of the budget or from contingencies were entitled to the allowance.

### War Efforts

The Government of India, with the consent of the Provincial Governments, promulgated the Defence Savings Provident Fund Rules. These rules came into force on August 15, 1904, and are applicable to Government servants under the administrative control of the Provincial Government also. Efforts were made by Government to give all facilities to their servants with a view to enable them to subscribe to this Fund as liberally as possible.

A scheme for encouraging the sale of Defence Savings Stamps in the United Provinces was introduced in September 1941.

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## PRICE CONTROL AND PETROL RATIONING DEPARTMENT

Price control and petrol rationing were combined in one Department towards the close of the year when a Secretary to Government in the Price Control Department was appointed to act also as the Petrol Rationing Authority. Before this, price control was dealt with by the Information Department and petrol rationing by an officer on special duty.

*Price Control.*—The use of rule 81, Defence of India Rules, enabled district magistrates to check profiteering in food stuffs to a limited extent, but uncoordinated action by districts or provinces cannot be effective in controlling prices. Control of wheat prices in the United Provinces and the want of control in the Punjab led to a flight of wheat from the former to the latter. In December 1941 the Government of India fixed the maximum prices of wheat at producing centres. A separate Price Control

Department was constituted in this province at the same time to coordinate the action of district magistrates and to advise them. The Department collected useful statistics, organized a Marketing Intelligence Service and prepared cost of living indices for low paid Government servants in connexion with the grant of dearness allowance.

## FOREST DEPARTMENT

### Supplies to the Defence Department

The most notable activity of the Forest Department during the year has been in the vast expansion of timber supplies to the Defence Department. Practically the whole available outturn of the reserved forests is now being acquired for this purpose. Powers to requisition the timber, if necessary, have been granted to Forest Officers. It has been necessary to reorganize the Utilization branch to cope with the work. A Utilization Circle has been created with a Conservator in charge and with 13 other gazetted officers engaged solely on this work. All officers in territorial circles have also to devote most of their time to Defence supplies, organizing the work in the forest and dealing with increased fellings. To make staff available it has been found necessary to close down or to curtail certain other important forest operations and to re-employ retired officers.

### Drought

On account of the partial failure of the monsoon over large areas of the Province, it seemed at one time probable that the Forest Department would have to undertake fodder famine operations. Late rains in August/September eased the situation very considerably and although the fodder situation has continued to cause some anxiety in certain districts, it was not considered necessary to start forest hay operations. In view of the pre-occupation of the department with Defence supplies, this was fortunate. The drought caused the partial failure of plantation operations in most forest divisions.

### Financial

Increased fellings for the Defence Department and high prices paid by contractors at auctions raised the gross revenue and surplus to unprecedented heights, revenue in 1940-41 amounting (compared with revenue in 1939-40 Rs.52,65,000 and a surplus of Rs.23,03,000) to Rs.67,66,000 and a surplus to Rs.38,06,000. These figures will be greatly enhanced in 1941-42 for which year the revised estimate is 84 lakhs gross revenue and over 50 lakhs surplus.

## PUBLIC WORKS DEPARTMENT, BUILDINGS AND ROADS BRANCH

### Buildings

Among the works completed were the extra buildings for the Agra Medical School, additions and alterations to the Camp Jail at Lucknow, six deputy collectors' quarters at Cawnpore, buildings connected with the tobacco cultivation scheme at Chirgaon and Bharari and improvements to the Agricultural College at Cawnpore. The total amount spent on these works was about Rs.11 lakhs.

Fair progress was also made with the police building programme in particular with such projects as providing accommodation for Military Police at Cawnpore, estimated to cost Rs.2,14 lakhs (including cost of land) and the construction of a number of police stations.

### Communications

The road reconstruction programme financed partly from the United Provinces share in the Central Road Fund and partly from the Government of India Reserve in that Fund was completed with the exception of one important road which will be completed next year. For reasons connected with the war, it is undesirable to mention the important works completed and under construction.

Approximately Rs.16 lakhs was spent from the United Provinces Road Fund in the strengthening of weak pontoon and boat bridges and other bridges to carry heavy lorries, and on the construction and re-construction of certain roads.

## EXCISE DEPARTMENT

Prohibition continued in force in the districts of Etah, Mainpuri, Budaun, Bijnor, Jaunpur and Farrukhabad as before. The restrictions in regard to the early closure of country liquor shops on Wednesdays and Saturdays, and their complete closure on Sundays introduced in Cawnpore in 1940 in view of its labour population were maintained. Licensees were forbidden from having recourse to any form of blandishment or inducement to attract custom. The manufacture of *gur* from *toddy* was encouraged by the Industries Department with the object of providing a means of livelihood to tappers thrown out of employment in prohibition districts.

There is a slackening of public interest in excise matters. In the matter of detection of excise crime, the excise staff have to contend with a definitely hostile or obstructionist attitude on the part of the general public.

## EDUCATION DEPARTMENT

Basic education has been given a great impetus in all directions including research work, introduction of new crafts like metal work, pottery and weaving, and the preparation and publication of up-to-date text books, for children and teachers. The training of graduates at the Basic College continued, and refresher courses were run for the training of drawing masters and manual training instructors of Government and anglo-vernacular schools, and assistant masters of normal schools, where the scheme has now been introduced in full. The scheme is being extended to girls' schools and teachers in girls' normal schools have already been trained while all trained teachers in girls' schools are now being given refresher courses in the girls' normal schools. At the end of this academic year all drawing masters and manual training instructors and sub-deputy inspectors of schools will have been trained, and this will make possible the introduction of Arts and Crafts in anglo-vernacular institutions and proper supervision of basic schools throughout the whole province.

In addition teachers from vernacular middle schools have been trained so that instruction in art and advanced crafts may be given in these schools.

Fifty-eight additional posts of sub-deputy inspectors of schools were created during the year, and these will ensure a better supervision of primary schools, especially basic schools as all have been trained in basic methods. A radical change has been effected in methods of instruction in primary schools on lines peculiar to this province and on a curriculum which has been worked out independently and after careful experiment.

In the department of girls' education the demand for facilities for higher education was further met by the raising of three middle schools at Benares, Bulandshahr and Shahjahanpur to high school standard at a cost of Rs.66,000. Under the District Board Expansion scheme five district board primary schools in five districts have been raised to the status of middle schools. Two hundred and eight additional posts at Rs.20—1—30 were created for the employment of women teachers in boys' primary schools to encourage co-education and an addition of five posts was made to the strength of assistant inspectresses for the improvement of girls' education under district boards. Rupees 68,500 has been spent for providing buildings for the Girls' Normal School at Allahabad and the Government Girls' High School at Gorakhpur.

Depressed class education is making some headway as a result of the financial help and encouragement which it continues to receive from Government. Grants aggregating Rs.18,000 were given during the year for assistance to non-official bodies and for provision of special stipends. Recruitment of depressed class candidates to public services was encouraged by extending the age limit for them by one year.

The Education Expansion Section continued its work for the promotion of literacy and adult education, provision of reading rooms and the publication of literacy readers. The

War effort of this section consisted in the production of six thousand copies each of four war posters for distribution to the different kinds of educational institutions and the publication of a war magazine, the " Sachitra Sansar ", in Hindi and Urdu scripts which is one of the best of its kind now published. Attention has been paid to the improvement of physical training by the organization of courses in agility exercises (modern gymnastics) in which teachers from all boys high schools are being trained at the College of Physical Education, Lucknow, under the direction of a specially deputed expert from the Department. All Government schools have now set up properly equipped gymnasia and the new exercises are proving very popular. With the object of introducing such exercises in girls' schools, a trained woman teacher has been deputed to the Calcutta Physical Training School for one academic year. Physical training in girls' schools is being extended with promising results.

The discipline in educational institutions especially in Cawnpore and Lucknow and to a lesser extent in Allahabad was unsatisfactory. Strikes and intensive picketing, mostly engineered by outside agencies in which University students were prominent, were a common feature. (The activities of the All-India Students' Federation have been growing of late, and new branches are being opened. It is this body which is mainly responsible for stirring up trouble.)

The War effort of the department has continued vigorously during the year. The total contribution to the War Funds and loans amount to Rs.13,86,090 to the end of December, 1941. During his winter tour the Director of Public Instruction, collected Rs.23,000 for the schools and colleges Motor Ambulance Fund whose total now exceeds Rs.62,700. Teachers both of Government and aided institutions have worked in large numbers as Civic Guards and A. R. P. workers, and many of them are assisting the district authorities in giving A. R. P. training to the public.

## LOCAL SELF-GOVERNMENT DEPARTMENT

The general elections of both municipal and district boards were once again postponed. A general election was, however, held in the two hill municipalities of Mussoorie and Naini Tal. The last elections in these municipalities were held in 1933. Twenty-one members were removed from membership, fifteen from district boards and six from municipal boards. A Chairman of a municipal board was also removed and one member and one chairman of a district board were prosecuted for offences under the Indian Penal Code. The mal-administration in the Bulandshahr District Board was brought to the notice of Government and it was given one year within which to improve its administration. In view of the findings of the Mussoorie Inquiry Committee, the Mussoorie City Board was superseded in March, till the next general elections which were held in the hot weather along with those of the Naini Tal Municipal Board. The Committee appointed to enquire into the affairs of Lucknow and Agra Municipal Boards had not submitted their reports by the end of this year. The Committee which enquired into the causes of the unfortunate accident last year, in which five workmen engaged in the Katra-Colonelganj Drainage Extension Scheme of Allahabad Municipal Board lost their lives, submitted its report this year. As a result of its finding the families of the deceased workmen were awarded suitable compensation, the contractor concerned was black-listed and the member who was responsible for the giving of contract removed from the Board.

*Loans.*—Loans aggregating Rs.1,51,500 were sanctioned during the year to the District Boards of Shahjahanpur, Bulandshahr, Bijnor and Almora and to the Kosi Kalan Notified Area in the Muttra district and Rs.7,44,600 to the municipal boards of Dehra Dun, Cawnpore, Muttra, Almora, Allahabad and Lucknow.

In order to check the growth of nepotism in appointments under municipal and district boards, a rule was made prohibiting the appointment of members and their relatives to any post under these boards, without Government sanction.

Three bills were circulated for eliciting public opinion. Two of them were designed to remove the existing defects in the law relating to motions of no-confidence in the chairmen of municipal and district boards. The other bill sought to provide for the detention of beggars in municipalities in poor houses and jail for which there is no provision at present in the United Provinces Municipalities Act, 1916.

*Supplies.*—To meet the difficulties created by the war, it was decided to purchase and stock adequate supplies of spare parts for municipal waterworks to be given to individual boards on requisition and against payment. It was also decided to establish a Central Workshop to manufacture these spare parts as far as possible and to supply requirements of Government departments.

*Legislation.*—The Government of India (Adaptation of Indian Laws) Order, 1937, repealed the provisions of sections 7, 7-A and 17 of the Northern India Ferries Act, 1878, and with effect from April 1, 1941, the proceeds of public ferries under the management of local bodies are being credited to the provincial revenues. In view, however, of the unsatisfactory finances of local bodies, the proceeds are being paid back to them by Government in the form of equivalent grants-in-aid.

The Commissioners of Divisions were invested with the powers of Government under sections 35-A and B, 38, 153(3)(*e*), 158(4) and to a limited extent under 92(*j*) of the United Provinces District Boards Act, 1922 in order to render more effective their supervision over district boards.

As an experimental measure, the district boards have been permitted to farm out cattle pounds which are specially unremunerative and inaccessible.

## PUBLIC HEALTH DEPARTMENT

The District Health Service was extended to three more districts, Farrukhabad, Hamirpur and Banda, during the year. It is now in force in 40 districts.

## Diseases

Plague caused 1,526 seizures and 1,069 deaths. One lakh seventeen thousand anti-plague inoculations were done. Rupees 3,000 were given as grants-in-aid for anti-plague measures. There were 54,862 seizures and 25,499 deaths from cholera. About 1,556,000 anti-cholera inoculations were given. Apart from the expenditure on staff and disinfectants, a sum of Rs.20,000 was given as grants-in-aid to local authorities for anti-cholera measures. Malaria in epidemic form was reported from 10 districts. Four hundred and fifty lb. of quinine and cinchona tablets were distributed free in the infected area. Malaria survey was carried out in 11 places. A control scheme for the protection of the prisoners of war in Dehra Dun Camp was organized. In addition to usual publicity work, cinema shows and lectures on epidemic diseases and first aid demonstrations were also given to Indian troops, recruits and followers at Military Stations. Propaganda for taking anti-cholera inoculations by intending pilgrims to the Kumbh Fair at Allahabad was extensively carried out. Centres for giving training in the first aid, home nursing, and A. R. P. courses of the St. John Ambulance Association were formed in all important places and 3,796 men and 1,168 women were trained. Members of the Ambulance and Nursing Divisions of the St. John Ambulance Association Brigade took an active part in A. R. P. Practices. The Maternity service is gaining popularity and to meet the increasing public demands for maternity centres, Government have increased their grant-in-aid by Rs.15,000 this year.

The provisions of the Prevention of Adulteration of Food and Drugs Act were further extended to 26 local areas in respect of additional articles of foodstuffs.

Public Health Engineering Department works connected with the Muttra Water Supply Reorganization, Bindraban Water Supply, Muzaffarnagar Drainage and Mogulsarai Water Supply were under construction during the year and an

amount of Rs.92,200 was spent thereon. A total urban population of 2,160,868 was supplied daily with an average quantity of 50 million gallons of water from the 25 water works in the province.

A comprehensive survey of all the towns in the Province was made as to their fire fighting requirements and detailed reports submitted to Government. A new Act called the United Provinces Water Supply and Fire Services (A. R. P.) Act, 1941, has been enacted and the Superintending Engineer, Public Health Department has been vested with extensive powers under the Act to bring the public water supply system and fire fighting services upto a reasonable standard of efficiency.

## MEDICAL DEPARTMENT

Large sums of money were spent by Government on improving several hospitals of the province. The "United Provinces Hospitals Fund" was created, with an initial contribution of Rs.5 lakhs, to extend and improve medical facilities. Out of this Rs.2,07,000 was sanctioned to meet the increased cost of medicines, purchase of X'Ray plants and refrigerators for certain hospitals and also small grants were given to certain Dufferin Hospitals. In addition Rs.5 lakhs was spent on improving certain hospitals, especially divisional headquarters hospitals.

*Medical School, Agra.*—Additional buildings were erected at the Medical School, Agra, consequent on its being raised to the status of a degree college. The new staff was appointed and the first M.B.B.S. Examination Part I of the College was conducted by the Agra University to which the college is to be affiliated.

*Recruitment.*—A Provincial Recruitment Committee was formed to help in the recruitment of candidates for Emergency Commissions in the I.M.S. A number of concessions were announced by Government to the P.M.S. and P.S.M.S. officers and

doctors not in Government service who volunteer for Military duty. Eight I.M.S. officers were recalled to Military duty, five P.M.S. officers took emergency commissions in the I.M.S. and 43 P.S.M.S. officers were released for Military duty.

*Medical Treatment for Soldiers' families.*—Facilities for free medical treatment at Government and aided hospitals, including hospitals maintained by district and municipal boards, and Government and grant-in-aid dispensaries were extended to the families of British and Indian soldiers on active service residing in the United Provinces.

## HOME DEPARTMENT (POLICE)

*Dacoity.*—High prices and unrest, due to war conditions and the insufficient monsoon, caused an increase in dacoity and murder cases. Dacoity figures remained high throughout the year and in no month were less than 68 cases reported. There was no respite in July and August, in which months dacoity normally decreases.

*Rioting.*—Rioting was slightly less than in the preceding year. Burglary decreased considerably and the figures are the lowest for the past six years. Cases under 109, Criminal Procedure Code increased by about 20 per cent. over the previous year's figures, while cases under 110, Criminal Procedure Code decreased by about 14 per cent. The total of cognizable crime showed a slight decrease.

*Criminal Investigation Department.*—The Criminal Investigation Department, reorganized and expanded to deal with war conditions, efficiently combated subversive elements and dealt successfully with the *satyagraha* movement which had little material effect on law and order.

*Special Armed Constabulary.*—To relieve the Military of certain duties it was agreed to raise three battalions of Special Armed Constabulary, each battalion consisting of 862

all ranks. By the end of the year the raising and training of this force was in progress. The Military Police in the meantime had taken over many of the duties which will eventually be performed by the Special Armed Constabulary. Further progress was made with the Tear Smoke Squad and the Wireless Section attached to the Military Police.

*Mobile Traffic Squads.*—Three new Mobile Traffic Squads were created to control traffic on the Grand Trunk Road and adjoining roads.

*The Kumbh Mela.*—In order to have a sufficiently large force for the *Kumbh Mela,* enlistments were made in excess of vacancies and a force of 1,250 unarmed foot police raised in July, was fully trained by December.

*Police Training School.*—A Police Training School for the purpose of opening up channels of promotion to the rank and file and for improving the standard of under officers was formed at Sitapur. The results of the first course justified the formation of this school.

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## HOME DEPARTMENT (JAILS)

### Jail Population

Although the figures at the beginning and at the end of year were 31,801 and 33,799 respectively, the population reached the unprecedented total of 43,602 on June 1, 1941, and the average monthly population was 38,742 against 31,183 in the previous year. This abnormal increase was due to two factors. The *Madhe Sahaba* agitation added 1,603 to the admissions to jails. The *satyagraha* movement led to an increase of 14,056. In order to provide accommodation for this abnormally large number, factories were used as barracks, and eventually two Camp Jails one at Lucknow and the other at Chunar were established. The Haldwani Jail was also kept open during the hot weather.

### Jail Industries

In spite of the closure of many factories in order to provide additional accommodation, the jails continued to manufacture articles for their own requirements and in addition met considerable demands for the defence services. The average number of prisoners employed daily on work for the defence services was 1,200.

### Juvenile Jails

The system of apprenticing youthful offenders to outside factories continued during 1941, and 36 boys were so employed. The experiment of allowing "Home Leave" was also continued. Home leave was allowed to 16 boys during the year.

### Jail Training School

Owing to the abnormally large number of prisoners detained in jails and the opening of the Lucknow Camp Jail, the Jail Training School was closed temporarily from August till December.

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## SECRETARIAT ADMINISTRATION DEPARTMENT (ESTABLISHMENT)

A very heavy demand on establishment arose during the year owing to the continuing expansion of Civil Defence work. At the beginning of the year the administration of Civil Defence was in the hands of Chief Secretary in the General Administration Department with the assistance of the Additional Secretary (Mr. Barron) and the Deputy Secretary A. R. P., Mr. Browne, who was concerned entirely with A. R. P. work. An intensification of Civil Defence work was initiated by the appointment in May of Mr. Marsh-Smith as Inspector General of Civic Guards and A. R. P. In July an Under Secretary was appointed to assist Chief Secretary in Civil Defence work which, had been greatly increased by the establishment of a Provincial A. R. P. Committee with five technical sub-committees. In August a Civil Defence Department was constituted as a section of the Confidential Department to take over Civil Defence files from General Administration Department and by December it proved necessary to appoint an officer

as Deputy Secretary, General Administration Department to assist Chief Secretary in that department and to give relief to the Inspector General of Civic Guards and A. R. P. in dealing with the increasing volume of correspondence with districts and by taking over his routine Secretariat work during his absence on tour. The opportunity was accordingly taken to effect a radical reorganization. The designation of Inspector General of Civic Guards and A. R. P. was changed to Director of Civil Defence and Mr. Marsh-Smith became at the same time Additional Secretary in charge of the Civil Defence Department under the Chief Secretary. A new Home Department was also established with a Secretary and Deputy Secretary, in which were included the Jails and Judicial (Criminal) departments, transferred from the Judicial Secretary in order to leave him more time to devote to his work as Legal Remembrancer, and the Police Department transferred from the Chief Secretary. The organization of the Civil Defence Department was completed at the end of the year by the appointment of a Financial Adviser to deal with the large volume of financial work arising out of the full scale establishment of A. R. P. services.

Another change in Secretariat administration was the creation of a post of Additional Assistant Secretary to exercise general supervision over the routine working of all departments. This has resulted in a general all round improvement particularly by the clearing off of arrears of work and the removal of routine delays.

A new department known as the Price Control Department was created from December 22, 1941, with a Secretary and an Under Secretary. Mr. Lyle who was appointed Secretary was also designated Provincial Petrol Rationing Authority, Controller of Wheat and Chief Controller of Prices, United Provinces. The price control work and the petrol rationing work previously dealt with in the Information and the General Administration departments, respectively were transferred to the Price Control Department.

## APPOINTMENT DEPARTMENT

The War added to the duties and responsibilities of the Commissioners of divisions and to relieve some of them of the appellate and routine work, Additional Commissioners were appointed except in the Jhansi, Lucknow and Kumaun divisions. For similar reasons additional district magistrates and additional collectors were appointed at Meerut, Agra, Bareilly, Lucknow, Gorakhpur and Benares in addition to those at Allahabad and Cawnpore to relieve Collectors and afford them more time for duties connected with the war.

In pursuance of the policy announced by the Government of India with the approval of the Secretary of State to reserve a percentage of vacancies in the All-India and Central Services for persons who joined His Majesty's Land, Naval and Air forces during the war so that they might not be placed at a disadvantage as compared with others, the Government made a similar announcement reserving vacancies in services and posts in connexion with the affairs of the province for suitable candidates with war service.

## LEGISLATIVE DEPARTMENT

### Meetings

The constitution remained suspended under the Proclamation, dated November 3, 1939, issued by the Governor under section 93 of the Government of India Act, 1935 and there were no meetings of the United Provinces Legislature.

### Elections

In accordance with paragraph 4 of the Proclamation twelve casual vacancies occurring in the Legislative Assembly were left unfilled.

### Acts

Fifteen Acts were promulgated by the Governor in exercise of the powers assumed by him under the Proclamation. These were :

(1) The United Provinces Sugar Factories Control (Amendment) Act, 1941.

(2) The United Provinces Entertainments and Betting Tax (Amendment) Act, 1941.

(3) The United Provinces Excise (Amendment) Act, 1941.

(4) The United Provinces Shri Badri Nath Temple (Amendment) Act, 1941.

(5) The United Provinces Intermediate Education (Amendment) Act, 1941.

(6) The United Provinces Debt Redemption (Amendment) Act, 1941.

(7) The Indian Stamp (United Provinces Amendment) Act, 1941.

(8) The United Provinces Muslim Waqfs (Validating and Amendment) Act, 1941.

(9) The Court-Fees (United Provinces Amendment) Act, 1941.

*(10) The United Provinces Motor Vehicles Taxation (Amendment) Act, 1941.

(11) The United Provinces Land Revenue (Amendment) Act, 1941.

(12) The United Provinces Water Supply and Fire Services (Air Raid Precautions) Act, 1941.

*(13) The United Provinces Excise (Supplementary Amendment) Act, 1941.

(14) The North-Western Provinces Village and Road Police (Amendment) Act, 1941.

*(15) The Cotton Ginning and Pressing Factories (United Provinces Amendment) Act, 1941.

The Acts marked with an asterisk were reserved by the Governor for the consideration of the Governor General under section 75 of the Government of India Act, 1935 and were assented to by the Governor General under section 76 of that Act.

A regulation entitled the Khat Haripur Bias (Jaunsar-Bawar Pargana) Tenants Protection (Amendment) Regulation, 1941 was also made by the Governor under the provisions of section 92(2) of the Government of India Act, 1935, in order to correct an error in the Regulation promulgated in the year 1940.

## Trend of Legislation

Legislation was generally limited to matters of emergency and to rectification of errors which gave rise to difficulties in the interpretation and enforcement of existing Acts. No legislation was undertaken which could properly be left over for enactment by a popular legislature.

## Electoral Rolls

The preparation of fresh electoral rolls for the Central Legislative Assembly was undertaken towards the end of the year at the instance of the Government of India. The preparation of fresh electoral rolls for the United Provinces Legislative Assembly was also started about the middle of the year as the existing rolls ceased to have force after October 15, 1941.

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